IMMIGRATION IN MINNESOTA
Challenges and Opportunities

THE LEAGUE
OF WOMEN VOTERS
MINNESOTA EDUCATION FUND

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Study Committee
Judy Stuthman, Chair
Carol Frisch
Janet Gendler
Dorothy Karlson
Mary Ann Linser
Ellen Mork
Pattiann Nordgren
Marsha Oliver
Andy Otness
Kay Phillips
Joan Regal
Judy Rosenblatt
Sally Sawyer
Kathy Tomsich
Chia Youyee Vang
Mary Lou Werner
Ady Wickstrom

Researcher
Laura Davis, Research Assistant, University of Minnesota
Center for Urban and Regional Affairs

Writing Assistance
Ellen Mork
Marsha Oliver
Joan Regal
Judy Rosenblatt
Judy Stuthman
Kathy Tomsich

Editing
Marsha Oliver, Chair
Eydie Kargas
Mary Steen
Judy Rosenblatt
Kathy Tomsich

For further information, contact **THE LEAGUE OF WOMEN VOTERS OF MINNESOTA**
550 Rice Street, St. Paul, MN 55103
651-224-5445 • FAX 651-290-2145
www.lwvmn.org • e-mail: info@lwvmn.org

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Cover photo: **Students at LEAP English Academy, St. Paul**

FORWARD

People come to our shores for a variety of reasons: to work; to study; to unite with family members; to pursue dreams; to leave behind war-torn homelands, desperate poverty, abusive dictatorships. Some come for short stays while others are immigrants, making America their new home. Though the reasons for coming are diverse, the goal for all is to build a better future for themselves and their families. Many "seek a few days without sadness, misery and injustice, for better times with new hopes and goals to carry them out" (Montero). They do not hate their homeland, and some hope to return when their country's particular situation improves. Many hope to be part of the rebuilding of their country by bringing back new ideas and skills.

Minnesota is known as a welcoming state, and therefore many immigrants come here. California may have more Hmong, but our Hmong community is the largest in a single urban area. In Minnesota we have the largest number of Somalis in the United States, with estimates ranging from 20,000 to 50,000. How did they find Minnesota? Why did they come? One Somali man laughed as he said, "Not because of the weather!"

Nevertheless, at times the environment for immigration is less than ideal, and we hope to provide insight into some of the reasons why. We will not be able to change federal laws governing immigration with this study. We do hope to provide information that will enable our members to look at all sides of issues that are both complicated and relevant to our communities and state.

Judy Stuthman, Chair
Immigration Study Committee
League of Women Voters of Minnesota

INTRODUCTION

On September 11, 1955, newspaper headlines called attention to the large numbers of foreign-born people who had entered the United States during the previous year. Although only about thirty percent of this "alien influx," were immigrants, their entrance into the country generated a high level of suspicion and fear in the general public. Human rights controversies, caused in part by deportations of "subversives," and Cold War fears of communism made the 1950s a time of turmoil and transition in immigration policy.

Almost fifty years later, events of September 11, 2001, have prompted a similar re-examination of the tangled web of laws, policies, and institutions that regulate immigration. Today's re-evaluation is inspired by the War on Terrorism rather than the Cold War. Now we focus on restricting people from nations that engage in terrorism rather than those from nations that support communism. It is only the targets that have changed.

Although the federal government regulates immigration, it delegates the responsibility for looking after immigrants to state and local governments, which must provide services to the newcomers. Without careful planning, sudden influxes of immigrants can stretch community and state resources to the breaking point. However, the more we inform ourselves about our newest neighbors—the circumstances that brought them here, their struggle to obtain an education, the laws and policies affecting them—the better prepared we will be to turn seeming challenges into opportunities.

Minnesota has been a home to immigrants since before statehood. The peak year for immigration to the state was 1910, when approximately 550,000 immigrants made up 29% of the state's population. Now, we have more than 260,000 immigrants in the state, or 5.4% of the population, so the proportion of immigrants to native-born residents has actually decreased. Nevertheless, from 1990 to 2000, Minnesota's foreign-born population more than doubled, from about 110,000 in 1990 to about 240,000 in 2000.

Over the years, the face of Minnesota immigration has changed greatly. The top ten nations of origin in 1910 were Sweden, Norway, Germany, Canada, Austria, Finland, Poland, Ireland, Russia, and England. In 2000 the top ten homelands were Mexico, Laos, Vietnam, Canada, Korea, Somalia, India, Thailand, China, and Germany.

Purpose of the Study

This study about the effects of immigration on Minnesota life will examine the challenges and opportunities presented by immigrants in Minnesota. The study includes information about the history of immigration, the major groups who have recently come to our state, the education of adult immigrants, and legal issues that affect immigrants. We hope to stimulate discussion about how effectively our policies, our laws, and our institutions work, as well as how they might be improved.

History of the Study

This study had its roots in a 1999 project of the League of Women Voters of Minnesota Education Fund (LWVMNEF), ***Changing Faces, Changing Communities***, that culminated in a statewide forum on immigration issues. In February and March 2000, seventy community circles were formed in seventeen communities. These circles were composed of longtime Minnesota citizens and recent immigrants who represented various ages, ethnicities, and points of view. Discussions explored philosophical questions such as what it means to be a citizen or a resident of the United States and also focused on specifics like housing, education, racism, and social services. Perhaps most important, the community circles provided a way for people to get to know one another, to consider different points of view, and to identify paths for change.

As a follow-up to the Community Circles, the League of Women Voters of Minnesota (LWVMN) proposed and adopted, in May 2001, a study of immigration. Several areas for further investigation were originally identified: legal issues, education, social services, and economy/employment.

A SUNDAY NEWS, SEPTEMBER 11, 1955 5A

Alien Influx Of 858,536 Is 31-Yr. High

Washington, Sept. 10 (U.P.)—Aliens entering the United States rose to a 31-year high of 858,536 during the year ending last June 30, it was disclosed today.

The total, up 11% over the previous 12-month period, included 237,590 immigrants and 620,947

Rep. Francis E. Walters
Answers law's critics

tourists, foreign government officials, businessmen, students and other temporary visitors.

Made Public by Walter

The figures, compiled by the U. S. Immigration Service, do not include ships' crewmen, temporary farm laborers or border crossers.

They were made public by Rep.

Scope of the Study

Through the process of researching, interviewing, and participating in events and discussions, new sets of questions came to the table. The scope of the study reached into many areas of life and became even more complex after September 11, 2001. We came to realize that jurisdictional boundaries were not fixed. International, national, state, and local boundaries overlap and are constantly in a state of flux, making it difficult to identify single issues that can be addressed at the state and local levels.

Immigration policy extends beyond federally mandated decisions about how many new immigrants can enter the United States or who is eligible for public benefits. State and local governing bodies also set priorities and allocate money. The state determines such things as eligibility for driver's licenses, the amount of money given to fund English as a Second Language classes, and the level of benefits for non-citizens. On the local level there has been, for example, a debate in Pelican Rapids about whether a new soccer field primarily for immigrant children should be constructed. Immigration issues surfaced in Owatonna at a school board meeting when some voiced disapproval of funding services and programs for immigrants. And in St. Paul, sixty people protested the reorganization of the city Human Rights Department to make way for the creation of a New American's Office. Discussions such as these affect the quality of life not only for immigrants, but for all Minnesotans.

Study Road Map

To reflect a sense of immigration as a complex interrelationship between places, people, and issues, this study includes individual points of view on issues and personal experiences—ordinary people alongside public officials and experts. The sidebars then are not something peripheral, but critical to the discussion.

Each section also focuses in on what is happening in both urban and rural communities. We concentrated our research on cities and towns with sizable populations of immigrants in central and southern Minnesota. Lastly, we approach these immigration issues from both historical and contemporary perspectives.

History highlights some of the historical turning points relating to immigration policies and laws.

Minnesota Picture looks at major groups who have recently immigrated to Minnesota, who they are, and why they have come.

Adult Basic Education focuses on immigrant education. We zero in on Adult Basic Education and several experiments devised to educate older learners; we discuss taxpayer support of educational programs and resources for non-citizens.

Higher Education studies the issue of granting post-secondary educational benefits to documented and undocumented immigrants.

Legal Issues looks at legal issues affecting immigrants and focuses on the controversial topic of driver's license eligibility for some undocumented immigrants and those with temporary visas.

HISTORY

Turning Points

The population of the United States has always been made up of people from widely diverse nations and cultures, a fact that has made it difficult to arrive at a common basis of nationality. Historian James Kettner suggests that colonial Americans chose to rely on legal criteria of citizenship derived from English law and European philosophy (Kettner 1978: 3-6). As a result, citizenship, the right to vote and hold office, depended on owning property. The first enfranchised citizens, then, were white, male, usually Anglo-Saxon property owners. This led to a definition of citizenship that was associated with those who spoke English and were of English ancestry.

Based on this standard, a complicated framework of legislation regarding immigration and citizenship began to evolve. Immigrants had to wait for several years before becoming citizens in order to prove their loyalty and worthiness. They were labeled "aliens," a term with negative connotations that condoned treating them with caution, suspicion, and even hostility. Earning naturalized citizenship could be thought of as "paying one's dues."

The following timeline traces the evolution of laws and policies that regulate immigration and naturalization. These laws swing like a pendulum from restrictive to permissive and back again, depending on international conflicts, economic pressures, concern for human rights, and racism.

Recent Changes

Historian Peter Schuck identifies three political trends in recent immigration history:

- Latinos and Asians have become influential political forces.
- A small number of states—California, Florida, Texas, New York, New Jersey and Illinois--have large populations of voters as well as large numbers of immigrants. These states tend to shape immigration policy because issues emerge first in these places as problems that need immediate solutions.
- There is widespread agreement that immigration policies and laws currently in place are in need of significant reform. Many people describe the array of immigration institutions, agencies, and policies as "broken." On one hand, some worry about lack of national security and relate it to large numbers of undocumented immigrants. Others, however, emphasize the contributions of immigrants to the economy, the revitalization of democracy, and the reinvigoration of urban and small town life. They point out that not all terrorists are immigrants and most immigrants are not terrorists, adding that the best way to make communities safe is to have workable immigration policies and laws.

Chronology: Changes in Immigration and Naturalization Laws

1790 Naturalization is authorized for "free white persons" who have resided in the United States for at least two years and swear loyalty to the United States Constitution.

1798 The Alien and Sedition Acts say the President can deport any foreigner deemed dangerous. Imposes fourteen-year residency requirement for prospective citizens.

1802 Residency requirement for prospective citizens set at five years.

1882 The Chinese Exclusion Act suspends immigration by Chinese laborers for ten years. This is the first time the United States has restricted immigration on the basis of race or national origin.

1891 The Immigration Act of 1891 created the Immigration and Naturalization Service to administer the federal laws relating to the admission, exclusion, and deportation of aliens and to provide for the naturalization of aliens lawfully residing in the United States.

1906 First language requirement is adopted for naturalization: ability to speak and understand English.

1917 Literacy requirement is implemented for all new immigrants: ability to read forty words in some language. Prohibits immigration from Asia, except Japan and the Philippines.

1921 National-origins quota system is born. Admissions from each European country will be limited to 3% of each foreign-born nationality in the 1910 census. The effect is to favor Northern Europeans at the expense of Southern and Eastern Europeans. Most Asians continue to be excluded.

1924 Johnson-Reed Act preserves America's "racial" composition. Immigration will be based on the ethnic makeup of the United States population as a whole in 1920.

1950 The Internal Security Act bars admission to any foreigner who might engage in activities which would be prejudicial to the public interest, or would endanger the welfare or safety of the United States. It permits deportation of non-citizens who belong to the US Communist Party or whose future activities might be "subversive to the national security."

1952 The McCarran-Walters Act retains the national-origins quota system and continues to allow for deportation of "subversive" immigrants," despite Truman's opposition. For the first time, however, Congress sets aside minimum annual quotas for all countries, opening the door to numerous nationalities previously kept out on racial grounds. Naturalization now requires ability to read and write, as well as speak and understand, English.

1965 Congress eliminates racial criteria from immigration laws. Each country receives an annual quota of 20,000.

1980 The Refugee Act of 1980 set up the first permanent and systematic procedure for admitting refugees.

1986 The Immigration Reform and Control Act gives amnesty to about three million undocumented residents. Law punishes employers who hire persons who are here illegally. The purpose is to make it difficult for the undocumented to find a job. Side effect: employment discrimination against those who look or sound "foreign."

1990 The Immigration Act of 1990 raises the limit for legal immigration to 700,000 people a year.

1996 The Illegal Immigration Reform and Immigrant Responsibility Act toughens border enforcement, closes opportunities for undocumented immigrants to adjust their status, makes it more difficult to gain asylum, expands grounds for deporting immigrants, strips immigrants of many due process rights and their access to the courts. The Personal Responsibility and Work Opportunity Act makes citizenship a condition of eligibility for public benefits for most immigrants.

1998 Some of the provisions of the previous law are withdrawn. Some public benefits are restored for some elderly and disabled immigrants. American Competitiveness and Workforce Improvement Act significantly raises the number of skilled temporary foreign workers that United States employers are allowed to bring in to the country.

2000 Legal Immigration Family Equity Act permits immigrants with family or employer sponsors to gain legal status. Congress lets severely disabled immigrants become citizens even if they cannot understand the Oath of Allegiance.

2001 Patriot Act tightens entry procedures for foreign-born arrivals to the US and establishes a monitoring system that involves law enforcement agencies at many levels. This act amends the entrance criteria for all foreign nationals to include security and terrorist concerns, health-related grounds, criminal history, indigence and previous removal.

2002 President Bush's Fiscal Year 2003 Budget restores food stamp eligibility to documented immigrants who have been in the country for five years. National Security Entry Exit Registration System (NSEERS) requires everyone from Iran, Iraq, Libya, Sudan, and Syria to comply with new monitoring requirements. Homeland Security Act splits the INS into an enforcement agency, the Bureau of Border Security, and a service agency, The Bureau of Citizenship and Immigration Services Department. A major purpose is to block potential terrorists from entering the country.

(from the National Immigration Forum and other sources)

Minnesota Picture

Background

A few years ago, Ray Suarez, author of ***The Old Neighborhood*** and public radio and TV personality, spoke at a League fundraiser. He said that Minnesota has "the best kept secret" in town because the rest of the country thinks we are all Scandinavians. There are a lot of northern Europeans here, to be sure, but there are also people from every corner of the globe, including large numbers of Southeast Asian, Somali, and Latino immigrants. What Suarez noticed was the diversity of Minnesota's population, which has been a fairly recent phenomenon.

According to the 2000 Census figures and the Minnesota State Demographic Center, our state now has immigrants from more countries than ever before. For many newcomers, interestingly, Minnesota was not the first destination. They came via secondary migration to find jobs or to join family members or friends. They had heard that we have good schools for their children, good social services that encourage education, and an actively supportive community.

Nearly half of the state's population growth during the 1990s was due to the arrival of new residents from other states and from foreign countries. This increase was a change from the several previous decades when more people left Minnesota than moved here. Although we now have more immigrants than our neighboring states, we still have many fewer immigrants than California, Texas, Florida, New York, New Jersey, and Illinois.

A distinctive aspect of our immigrant population relative to the entire country is that a high proportion are refugees. Nationwide, in 1998 about 8% of the immigrants to the United States had refugee status. At the same time, however, 24.3% of the immigrants living in Minnesota were refugees.

Immigrant: A person who comes to a country where he or she intends to settle permanently and obtain citizenship.

Refugee: A person who leaves his or her country of origin because of well-founded fear of being persecuted. This status is usually granted by the INS prior to coming to the United States.

Asylee: A person who obtains refugee status after entering the United States.

How Does a Refugee Get Here?

Patti Hurd, the Director of Refugee Services and Employment Programs of Lutheran Social Service and a League of Women Voters member, explained the role local agencies play in refugee resettlement.

She says that there are seven agencies that work to resettle refugees in Minnesota: Lutheran Social Service, Catholic Charities, Minnesota Council of Churches, International Institute, World Relief Minnesota, Jewish Family Service and Jewish Family & Children's Service of Minneapolis. All have a national affiliate that works with INS and the State Department to determine where the newly arrived refugees will settle.

Lutheran Social Service (LSS) is an affiliate of Lutheran Immigration and Refugee Service (LIRS). In the mid-1970s LIRS and the other national affiliates entered into an arrangement with the State Department to settle refugees by locating churches and organizations willing to help. Minnesota was one of the first states to take an active role.

The process is the same for all national affiliates. The State Department meets with ten or eleven organizations, and they decide who will help with certain families. Several factors are considered when determining where refugees will go. What geographic area do they desire? Do they have family in the area? Are jobs and services available? Is there enough affordable housing?

At the current time, only refugees that are being reunited with family members can come to the Twin Cities metro area upon arrival in the United States. The Minnesota Department of Human Services decided this about two years ago because of the lack of affordable housing and appropriate jobs in the area.

Each year, the President, in consultation with Congress, sets the number of refugees who may be resettled in the United States. The fiscal year begins October 1. In October 2002, as in 2001, the number was set at 70,000. But following September 11, 2001, the INS people were pulled out of most countries. Processing could not begin again until they returned and new procedures were put in place. Presently the process includes four screenings to determine if applicants are truly refugees. The fourth was added following 9/11 and is done by the FBI. Of the 70,000 people allowed to come to the United States in 2002, fewer than 30,000 actually arrived. Minnesota expected 700, but fewer than 500 came.

In 2001, the federal government gave each organization $400 for every refugee it helped. Each individual is also given $400 to help cover the cost of rent, shoes, bedding, jackets, etc. The State Department has issued "Operational Guidance" information that tells what items must be provided to a refugee. Each organization does it differently, but LSS sits down with the family and advises them about their finances. Most refugees are completely unfamiliar with their new country's money and the cost of needed items. They may receive part of the $400 at that time; then, in one month, an LSS worker will visit them to see what they have and what they still need. At this time, the worker may give them gift certificates to places such as Target to help them buy what they do not yet have.

Myron Weiner, professor of political science at MIT, identified three changes in circumstances relating to short and long-term refugee flows since 1969:

- Refugee displacements are largely the result of ethnic conflicts within countries, rather than wars between countries.
- The average number of refugees per conflict has increased more rapidly than the number of countries producing refugees.
- High levels of violence, refugee flows, and possible solutions to conflicts involve entire regions.

Center for Victims of Torture

Among the refugees who come to Minnesota are victims of torture. In 1985, Minnesota became the location of the first Center for Victims of Torture outside of Denmark. There are now twenty of these centers in the United States, places where victims can come, receive treatment, and return to their homes. When the Minnesota Center first opened, the expectations were that people from all over the country would come to Minnesota for treatment. But it was soon discovered that there was such great need in Minnesota, with an estimated 12,000 torture survivors, that the Center needed to concentrate on those who live in the state.

The program at the Center includes studying the whole spectrum of problems that confront victims of torture. What treatments are the most successful? Are the symptoms of depression the same throughout the world? What does competent functioning look like in any particular country? To help answer these questions, research teams have visited other countries and refugee camps to assess mental health needs. Early treatment helps them once again to form trusting relationships and look to the future.

How does a non-refugee immigrant get here?

Legal immigration to the United States totals approximately 800,000 per year. Of this number, about 480,000 are family-sponsored immigrants. They include

- Immediate relatives of United States citizens—spouses, children, and parents (no numerical limit, approximately 220,000 to 240,000);
- Unmarried adult children of United States citizens (23,300);
- Spouses and children of Lawful Permanent Residents (23,400);
- Married adult children of United States citizens (23,400);
- Brothers and sisters of United States citizens (65,000).

Employment-based immigrants total 140,000 each year. These are primarily skilled professionals with exceptional ability and other priority workers who are immigrating to jobs for which the United States Department of Labor has certified that no qualified United States worker is available.

Diversity immigrants total 55,000 per year under the present lottery system that makes immigrant visas available to nationals from "under-subscribed" countries.

The General Immigrant Population

Barbara J. Ronnigen writes that immigrants come with "widely varying levels of education and training." When the English language is a problem, schools, hospitals, employees and landlords need to find new ways to communicate. Language instruction, interpreters, and translators all add to the cost of integrating immigrants into the community. At the same time, immigrants bring richness to Minnesota, as, for example, in the ethnic grocery stores and small shops that can be found in many parts of the Twin Cities as well as on the main streets of small Minnesota towns.

Immigrants are fairly mobile and move about freely, eventually settling where they have family, friends and/or a job. When they first enter the country, the INS asks where they are going to live and enters their destination into their records. What does not get into the records, however, is where they may move (secondary migration) if the first destination does not work out. So the actual numbers of immigrants coming to our state can't accurately be tracked using INS data.

The largest number of immigrants to the United States comes from Mexico. Many also come from India, China, Southeast Asia and the Philippines, followed by Europe, Canada and some countries in South America. The picture for Minnesota, however, is very different. In 1998, the former Soviet Republics sent the highest number followed by Somalia, then Mexico. We also have large numbers from Southeast Asia, China, India, Ethiopia, and Tibet. Currently the Department of Children, Families and Learning collects information on the first language spoken in the home for kindergarten through grade twelve students. This is a fairly accurate source of information on the number and origin of our immigrant population.

Did you know?

Northern Minnesota counties have the fewest non-English speakers.

After English, Asian languages are most spoken by students. The majority live in the Twin Cities area, and about ⅔ of these students speak Hmong.

Spanish speakers are the most widely distributed geographically.

According to Minnesota State Demographer Gail Carlson, estimates of illegal (undocumented) immigrants in Minnesota range from 18,000 to 48,000, a number that has risen dramatically in the past few years. Most are employed.

In 1990, 3.5% of the population in the Twin Cities Metropolitan area was foreign-born. (In 1890 it was 37%.)

Over the last five years, approximately 13,300 persons from about thirty different countries have resettled in Minnesota. This is just over 2% of the total admitted to the United States.

Southeast Asians

History

Minnesota's Asian population has nearly doubled since 1990, growing faster than the United States Asian population in the same ten-year period, according to State Demographer Gail Carlson. Although the Asian population in Minnesota grew faster than in other regions, Asians comprise only 2.8% of the state's population, compared to the national average of 3.6%. Southeast Asians are the largest Asian group in Minnesota, whereas the Chinese predominate in the country as a whole. The Asians in Minnesota are concentrated in the metropolitan areas, with enclaves scattered throughout the state.

Family of League Board Member, Chia Youyee Vang

In Census 2000, respondents could identify as belonging to a single race or more than one race. Although they could choose among eighteen different Asian groups, Hmong was not one of the choices. This makes it difficult to be certain that the number of Hmong in the state is accurate. But it's fair to say that there are at least 45,443 (some estimate 60,000) Hmong who call Minnesota home. Vietnamese (20,570), Laotians (11,516) and Cambodians (6,533) are the other major Southeast Asian groups in Minnesota.

The Southeast Asians in Minnesota have as many differences as similarities in their cultures. A Cambodian, for example, does not appreciate being identified as Vietnamese any more than a Norwegian appreciates being identified as a Swede. Unlike the Vietnamese, for example, the Hmong do not have a country but are an ethnic group with their own language, customs, and way of dress who lived all through the mountainous regions of Southeast Asia.

Southeast Asians have been in Minnesota for the last twenty years, largely as a result of the Vietnam War and its spillover into neighboring

Chi Ly Chang was born in Laos. Her grandfather was head of a village, a shaman and a judge. She did not go to school since only boys were educated. Her family lived in the mountains and were farmers until the war came to their village in 1975. Then her life really changed. Chi Ly, her grandparents, parents and seven siblings (the two youngest children died along the way) escaped with only what they could carry. Soldiers followed them everywhere. They ate what was in the jungle, running at night and hiding in the daytime. It took Chi Ly and her family about six months to trek from their village to the Mekong River, which they crossed into Thailand.

They lived in a refugee camp in Thailand for one year. Chi Ly, who was about eighteen at the time, remembers that the camp was fenced in, but not really safe. When the group arrived in the United States, they had to show they had helped the CIA by taking a test on the guns they used, among other things. Her grandparents were sent to St. Paul and the rest of her family was sent to Philadelphia. No one in her family spoke English. Chi Ly thinks they must have arrived around the time of Thanksgiving. It was late at night and they were taken to a nursing home. She had never heard of such a thing as a nursing home, with all the wheelchairs, all those sick people. Nor had she ever seen an elevator, light bulbs, a stove, refrigerator or black people. Within two weeks of their arrival in Philadelphia, her parents arranged for her to marry a Hmong man without a family. Normally the husband pays for the bride, but since no one had any money at the time, the bride price was waived. They are still married to this day.

Her family moved to St. Paul in 1982, where there was a bigger community of Hmong and everyone was much more welcoming. Chi Ly has six children, including a set of twins. She has gotten her GED, has learned to drive and is a United States citizen. Her husband, a soldier at the age of eleven, has not learned to drive and is not interested in becoming a citizen yet. He still thinks the Hmong may go back to Laos and is afraid of the citizenship test.

Cambodia, Laos, and Thailand. After the communist victories in Southeast Asia in 1975, over two million people fled Vietnam, Cambodia and Laos to "first asylum" neighboring countries. Many Vietnamese became "boat people," using the ocean as their escape route. The Hmong people in the mountains of Laos, as allies of the CIA's "Secret War," became targets of the communist government of Laos for "re-education" and "elimination" and fled to Thailand.

Cambodians suffering under the Pol Pot regime also had to flee. For the most part, refugee camps were located in neighboring countries with serious economic and social problems of their own. In 1979, a conference convened by the United Nations established a resettlement plan founded on the idea of equitable burden-sharing, called the Comprehensive Plan of Action (CPA). This conference produced immediate effects. By 1991, half of the two million Southeast Asian refugees were resettled in the United States. Refugees also went to Canada, Australia, and France. Committed to protecting its wartime allies and to providing "a non-communist alternative," the United States spent several billion dollars in resettlement costs—$7,000 for each refugee resettled (Schuck).

A Focus on Elders

St. Paul is recognized as having the largest urban population of Southeast Asians in the state. Joan Regal, who is the director of Southeast Asian Ministry and a League of Women Voters member, looks at issues facing Southeast Asians in St. Paul from a generational angle. There has been, she says, much discussion about the needs of children, but not the same recognition of the needs of elders. Census data indicates that at least 7,000 Asian elders aged sixty and older live in Minnesota, most of them in St. Paul. Regal estimates that several thousand of these elders could use services, even more if one takes into account that some Asian cultures define an elder to be over fifty-five or even fifty years of age.

During a focus group session as part of an elder social program, Cambodian elders shared some of their concerns: housing, health care, transportation, and language. Although these are familiar problems for older Americans as well, language and cultural differences make the problems thornier for refugee and immigrant elders. They told of the frustration of receiving bills and needing to wait for their children to translate them, which means some bills are paid late. Not knowing English also makes life difficult when dealing with health issues and creates a gulf between them and their English-speaking grandchildren.

Many are lonely and are not sure what they will do if they get sick. One said, "Death is acceptable, but when you don't speak the language, you are afraid of getting ill because you don't know how to ask for help." Although they try to learn English, one elder expressed it this way, "Feel like blind and deaf." Both difficulty with language and lack of transportation contribute to isolation, which leads to depression. Discussion of mental illness is just beginning in the Southeast Asian community.

Although tradition dictates respect and care for elders, many refugees have found it more and more difficult to carry out this family duty. The children of the elderly are struggling to support their families and find themselves caught between caring for their children and caring for their parents. The elderly find that moving to a new country has drastically altered their expectations for the last part of their lives.

Southeast Asians came here with differing lifestyles and educational backgrounds. The Hmong were subsistence farmers in the mountains, while many Vietnamese came with advanced degrees. In the past twenty years, Southeast Asians have learned and adapted to living in Minnesota. Hmong leaders note that the increase in Hmong home ownership is a striking indicator of their shift from mobile, agrarian, mountain dwellers to long-term residents with jobs in the high-tech market economy. "It demonstrates that we are no longer refugees," stresses Lee Pao Xiong, president of the Urban Coalition. "We are not just visitors to this country. People are staying here, buying homes, making this country theirs" (***Star Tribune*** April 10, 2002).

Although many still struggle to leave the welfare rolls, others have joined the middle class. From factory workers to store owners, teachers and doctors to members of the state legislature, Southeast Asians have made amazing gains in the last twenty years.

Latinos/Hispanics

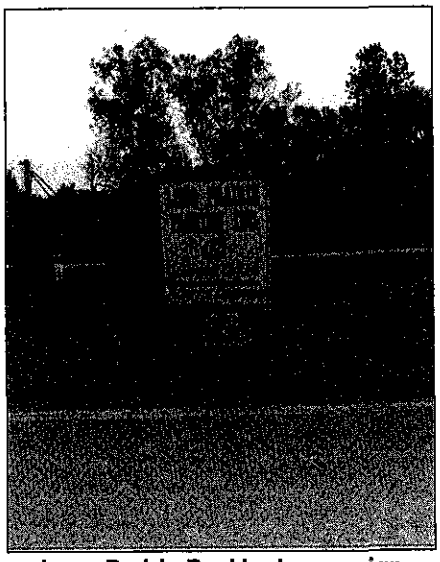
History

According to the Census 2000 figures, Minnesota's Hispanic population is the fastest growing minority group in the state. In 1990 there were 53,884 people claiming Hispanic heritage. That number increased to 143,382 in 2000. This population increased significantly in communities where industry has attracted large numbers of workers from Mexico. Minneapolis and St. Paul still lead the list of cities with the largest Chicano/Latino populations, but they are followed by concentrations in Willmar, Rochester, Bloomington, Worthington, Richfield, Brooklyn Park, West St. Paul and Faribault. Jack Geller, president of the Center for Rural Policy and Development at Minnesota State University, Mankato, observes that outstate cities such as Worthington, St. James, and Pelican Rapids now have Latino populations of nearly 20%. For Pelican Rapids this is a 630% change since 1990. The Latino population is estimated at 3% of the state's total population.

There is some disagreement about terminology when discussing people from Mexico and other countries in Central and South America. Many people with Latin American ancestry prefer to be called Latinos, and those with Spanish backgrounds often prefer to be called Hispanics. Chicano has traditionally referred to those people with Mexican ancestry. The federal government uses Hispanic as the official term.

The majority of Hispanics in the state are Mexican or Mexican-American, and most come as immigrants. A smaller, but unknown number, enter the US without visas or documentation.

Chicanos have been coming to Minnesota in search of employment for over 50 years, primarily as migrant farm workers. But the number of



Long Prairie Packinghouse sign

Victor Contreras is the director of Centro Campesino, an organization founded in 2000 in Owatonna to improve the lives of migrant agricultural workers and rural Latinos and Latinas living in southern Minnesota. When people ask him how he came to the United States, he answers, "I crossed a bridge that separates the two countries." Victor pays taxes and his children, who were born in this country, are American citizens. He talks passionately about fighting for a just world and extending the rights and respect afforded to American citizens to immigrant workers and their families as well. Victor firmly states: "We (speaking for Latinos) are not here to make any trouble. We are here to work."

"But you can't support a family on $5.85," adds Jose, a migrant worker. Many migrant workers earn less than minimum wage because field labor is exempt from the minimum wage rule. Although the laws have changed since the first migrant laborers came to Owatonna in 1910, one thing has remained constant: "People are brought to do the hardest jobs without benefits." They work in conditions described as dangerous and where accidents are frequent.

migrant workers has declined dramatically over the past 20 years as the use of technology in agriculture has increased. As farm labor opportunities have declined, particularly during the farm crisis of the 1980's, many rural communities lost population (Amato and Amato). One 1995 demographic study projected a population loss of 50,000 people in these communities by the year 2025. With the loss of small farms there began an exodus of young people, loss of retail services, and an increase in the size of the aging population in need of health and social services (Gale).

These changes have coincided with a restructuring of farming and the livestock industry (Fennelly & Leitner). Meat and poultry processing plants now hire thousands of people, and this field has grown to be a multi-billion dollar business in Minnesota. These businesses rely increasingly on contracts with local farmers to supply them with young hatchlings, piglets or calves, and with corn and soybeans for feed (USDA, 2000; Fennelly & Leitner). United States-born Hispanic and foreign-born Latinos from Mexico and Central America, Asians from Vietnam, Cambodia and Laos, and Africans from Somalia and Sudan are the majority of new workers in these plants. Their arrival in many rural small towns has slowed, and in some cases reversed, the population loss.

Latinos, in particular, have had a positive economic impact on the state, particularly in south central Minnesota. For example, the Latino workforce in this area has added an estimated $484 million per year in value to the region's economy, according to a report from Minnesota State University, Mankato. The report adds that the Latino workforce has actually lowered tax rates for the non-Latino residents of the region (Kielkopf). In addition, the Latino students in the public schools add a minimum of $8 million in state revenue for the region's schools and have averted school consolidations and closures due to reduced enrollment.

In a policy brief from The Center for Rural Policy and Development, Deborah Bushway points out that in some rural communities, the Latino population is nearly 25% of the community's residents. Many of these communities are struggling to adjust to their changing population. Some areas have developed cultural diversity task forces to respond to the challenges of adjusting to the rapid influx of newcomers.

If the new Latino residents of a community are going to have a successful relationship with the existing residents, the problems of the Latinos need to be seen as problems of the community as a whole (Rochin and de la Torre). Bushway reports in "The Vitality of Latino Communities in Rural Minnesota" that communities should keep the following four findings in mind as they work to integrate the Latinos into their community.

Education

A consistently high number of young Latinos and Latinas drop out of high school. Such failure rates should be viewed as unacceptable. Education and community leaders, as well as parents must come together to address this issue or face the reality that a significant percentage of their community's future workforce will be unprepared to succeed in a knowledge-based economy.

Continuing education among the adult Latino population is also an issue of great concern, as it is seen as a primary way to advance in the workforce and create a generation of Latino leaders.

Language

Few barriers cited by participants are greater or more fundamental than the language barrier. The need for bilingual community education cannot be underestimated. The lack of qualified interpreter services inhibits the ability of Latinos to adequately interact with key community institutions, such as hospital and health care clinics, law enforcement, the judicial system, and government agencies.

Title VI of the Civil Rights act of 1964 requires that all programs receiving federal assistance provide appropriate interpretive services and translation of written materials for clients with limited English proficiency. While it is unrealistic to ask all rural hospitals, clinics and other community institutions to maintain full-time interpreters, innova-

tive solutions, including the use of statewide telecommunication devices, should be explored.

Law Enforcement

Tensions and distrust between the Latino Community and local law enforcement officials should not be underestimated. This tension results from incidents ranging from simple misunderstandings about local regulations to racial profiling and outright harassment. Local law enforcement officials interviewed often noted the need for greater bilingual and bicultural police officers. Hiring such officers would be a good start, along with improving the cultural competency of existing officers.

A key source of this tension is the controversy surrounding access to drivers' licenses by Latinos, particularly those who are undocumented. To date, four states (Tennessee, Utah, Virginia, and North Carolina) offer licenses to any state resident who passes the state driving test, regardless of legal status. Minnesota officials should examine the effectiveness of the laws in these states as they pertain to the rate of insurance coverage among immigrant drivers, employment stability, and negative interactions with law enforcement.

Local Leadership

Integrating Latino members into local community leadership positions decreases the "insider/outsider" perspective, builds cultural bridges within the community, provides positive role models for young Latinos, and helps reduce the overall cultural tension in the community.

A Focus on Long Prairie

Todd County has established a Hispanic Liaison Office whose main function is to help mostly Mexican immigrants translate bills and negotiate business with county offices. On a day when a League member was visiting, a woman arrived with her two children because she needed help getting her phone installed. A liaison employee spoke in English on the phone with a phone company representative and then in Spanish to the woman. Another man came in because he was having trouble with his satellite dish, and he needed someone to speak to the satellite company. A staff member explained, "We, hopefully, act as a bridge between both communities, so that they can come to a place like a middle ground. And we're that middle ground."

Temporary Workers or Future Citizens?

As immigration policy regulates who may enter the United States and from what country, it is also choosing future citizens. We assume that individuals admitted to this country can and should be incorporated into American society and economy, as well as be able to participate in our political system. Mexican migrant workers who are becoming farm and factory workers are a good case in point. They are choosing to settle in areas where they can find work. They do not move on. They are neighbors. In the process the impact on smaller communities can be tremendous. The workers are needed, but language barriers and the economic stress of providing services and education are reminders that with opportunities come challenges.

Community Hispanic Liaison Office in Long Prairie

Towns like Long Prairie in Todd County are adjusting to a more diverse population. Police Chief Steve Neet explains the challenges posed by Spanish-speaking newcomers and a budget-driven police department.

"The majority of folks that we see here are here for bettering their life. That's all there is to it. And I can't fault anyone for that.

We're a town of slightly over 3,000 people. [When] our influx of Latino or Spanish-speaking [people] came to Long Prairie, actually I don't think the community as a whole was prepared. . . . One of the issues that we do run into is the language barrier. There are two ways to look at this. There's a faction out there that believes that if people live in your community they should learn the language. Then there's also a faction that says we should be bilingual. But I have a six-man department, and there are obviously economic constraints. . . . How can you best fund your department within the economic constraints that are issued by the city fathers? Sometimes it's very, very difficult to weigh all these things. We just don't have the dollars and cents that people think we should.

Somalis

History

When Abdi Somatar, a geography professor at the University of Minnesota, first came to our state in 1992, "There were maybe two Somali families here." After a year's absence from the state, he returned in the fall of 1994 to find that the community had grown considerably to about 3,000 residents. Though the 2000 Census reported 11,164 Somalis in Minnesota, secondary migration has led those working with this group to estimate that there are actually 20,000 to 50,000 Somalis in the state. Most are single, twenty to forty years of age, live in the Twin Cities area and, because many men were killed during the war, are mostly women with five or more children. All data collected show this to be the largest community of Somalis in the United States. Now, as Hawa Aden said, "You ask anyone in Somalia or in the refugee camps, and they all know Minnesota!"

Horn of Africa

Somalia is a long, narrow country located in The Horn of Africa, bordering both the Red Sea and the Indian Ocean, giving it the longest beach in Africa. The capital city is Mogadishu. Approximately 70% of the population are nomads, traveling with their herds; 30 % are urban residents.

Unlike many African nations, Somalia is composed of a single, homogeneous ethnic group that shares language (two dialects), religion (99.9% are Sunni Muslim) and culture; Somalis trace their heritage to a common ancestor ("Minnesota's Somali Community").

Somalia was divided by colonial rule from the mid-1800s until 1960, with England, France, Italy, Ethiopia, and Kenya all controlling different areas. In 1960, the English and Italian colonies received their independence and joined together to form modern day Somalia. The new government allied itself with the USSR as a way to distance itself from its past colonial rulers.

In 1969, General Mohammed Siad Barre led a coup, became President, and created a socialist military government. In the beginning he had popular support, but as his regime became more oppressive, accusations of human rights violations surfaced, and many felt he was not aggressive enough in trying to reclaim the Ogadan area from Ethiopia. By the late 1970s, clan-based militias developed to oppose and overthrow Barre. When the USSR began to provide aid to Ethiopia in 1977, Barre broke ties with Moscow, and the United States then began supplying military and economic aid to Somalia. The United States sent $50 million in arms annually to the Barre regime in return for the use of military facilities, suspending these efforts in 1989 because of the Barre government's human rights record. Civil war erupted and atrocities became widespread, including murder, rape, and torture.

In 1991 people began leaving the country to escape these horrors. Over one million people fled to refugee camps in neighboring countries. Resettlement programs have enabled people to move to Germany, Switzerland, Finland, England, and the United States.

Since 1991, there has been no effective government as various clan militias have fought against each other, vying for control of the country. The fighting, crumbling infrastructure, and drought conditions have disrupted food supplies, resulting in famine and death from starvation. The United States Army estimates that by the fall of 1992, 25% of all Somali children under the age of five had died because of famine.

At that time the first Bush administration sent 30,000 United States troops in what was described as a humanitarian mission to assist in the distribution of relief supplies. As political scientist Steven Zunes explains, United States involvement in Somalia can be understood as ill-advised, but well-meaning internationalism; others argue that United States aid significantly contributed to the unstable and violent conditions.

During the worst turmoil, an estimated 800,000 Somalis became refugees in neighboring countries, and two million were internally displaced. In late 1992,

United States forces were joined by UN forces to help alleviate the humanitarian crisis.

By March 1994 all foreign troops had withdrawn. A president and parliament were elected in 2000, though the country remains overwhelmed by inter-clan disputes. According to the United States State Department, seven million people currently live in Somalia.

Mohamoud Mohamed is the director of the St. Cloud Area Somali Salvation Organization (SASSO). After stays in San Diego and Marshall, Minnesota, Mohamoud decided to stay in St. Cloud. "St. Cloud is a beautiful city," Mohamoud stated enthusiastically. "It has everything the Somali immigrants need." They work at assembly jobs, in food processing, and in a plastics factory in Clearwater. Some work at Gold'n Plump (chicken processing), some at Frigidaire. Some are highly educated engineers, doctors, pilots—professionals with job experiences in other countries who can speak various European languages. But here the language is a problem and they need to update their education. They find themselves in menial positions, as do the less well-educated Somalis.

Somalis, who left their country because of the civil wars, Mohamoud explains, lost everything they had. The neighboring countries could not afford the refugees and were not welcoming. Refugee camps were on the border, and subject to raids. Supplies from international groups were stolen. There were no sanitation or health facilities. Refugees who left the camp were sent back to Somalia. Bribes were necessary to prevent abuse.

In May of 1991 Mohamoud went to a camp in Kenya, near Mombassa. This camp burned five times while he was there. In April of 1995 the camp closed and Mohamoud went to Nairobi where he rented a house and went into business, employing 42 people to sell imported clothing. At one point he worked as an accountant for the UN High Commission on Refugees and also taught school (including English, which he learned in school in Somalia, and Arabic, the second language in Somalia).

Focus on S.W.I.M.

In February 2002, the League of Women Voters Immigration Study Committee met with members of Somali Women in Minneapolis (S.W.I.M.). At this meeting, and through follow-up meetings, the committee members became acquainted with some of the individuals in the Somali community and became aware of some of their concerns. First, they wanted the money-exchange facilities, closed after 9/11, to be reopened so they could send money to their relatives in Somalia and in the Kenyan refugee camps. (This was done in the fall 2002.) Second, they need more access to English as a Second Language classes; child care and transportation are particular problems. Third, they would be very grateful to have the five-year welfare limit extended. They feel it is too hard for refugees to learn English and support themselves and their families in such a short time. Finally, they are concerned about delays in getting green cards. Often when they need to get the card renewed, the INS does not process it promptly, forcing them to stop working until it arrives.

Fatima Jibrell, winner of the Goldman Environmental Prize (known as the environmental Nobel Prize) spoke to members of the Minnesota Somali community at the Brian Coyle Community Center, May 8, 2002. She came to Minnesota to visit her brother and sister-in-law, a S.W.I.M. member, after receiving the prize in San Francisco.

In Somalia, Afrah was the only woman member of a medical research team connected with a World Health Organization effort to eradicate malaria. She describes how she came to live in Minnesota.

"Let me start from the beginning. 1991 I left home and I was two months pregnant. Came to the border of Kenya and Somalia and lived there until I had that child, like a year or so. Place to place you know, there is no shelter, but you make your own shelter." Afrah decided to flee her home as the situation "kept getting worse and worse. I missed some of my family. They were killed. One of my child was killed. Two of my brothers were killed. Relatives here and there. Some people dies of starvation and that kind of sickness."

In Minnesota, life was "a little bit difficult. You know I'm on public assistance. I pay rent of $637 and the cash I'm getting is $621. For a 3-bedroom. And it was really cheap but financially I can't afford. But my brothers and sisters helped me out. So I applied for low income housing. So in six months I get there. But imagine a person who's alive and wants to get a pair of shoes for his children and can't afford that. It's really tough. Or when you're getting food stamps you're not able to buy detergent for washing clothes or get the coin washing for the clothes. So I came with a lot of energy, but I feel a little bit disappointed."

Somali Culture

There are several areas in which differences between Somali and American culture are apparent and cause difficulties. For example, American apartments are rarely large enough to accommodate families of nine or ten people. In practice, this means that many Somali families have been divided between two or more apartments. This places emotional and financial strains on families.

Somali Women In Minnesota (SWIM)

Another difference is the practice of female circumcision, which is illegal in the United States. According to the Community University Health Care Center, "Female circumcision is an important and sensitive issue for Somali women seeking health care. Most Somali women view circumcision as normal, expected and desirable. Somali women in the United States are concerned about how their circumcisions will be cared for during childbirth and whether they will be able to have their daughters circumcised." However, not everyone in the Somali community agrees with this. According to one Somali woman, circumcision is a terrible practice that leads to serious health problems throughout the rest of a woman's life. In Somalia, both males and females are circumcised between the age of five and ten, and this procedure is considered necessary for marriage. Uncircumcised people are seen as unclean.

Other health care issues arise from prohibitions in the Muslim culture. Since adult men and women are not supposed to interact outside of the home, Somali women prefer to work with female interpreters and health care providers. Because of daytime fasting during the month-long religious holiday of Ramadan, some patients will take medications only at night when food and liquids may be consumed.

In Somalia, if a man is financially able, he may have up to four wives. Not all men practice this, however, and a husband must provide separate homes for his different families, which may or may not interact. Polygamy is illegal in the United States.

Even with these differences, however, Somalis state that they have not encountered significant problems associated with acculturation. As recent immigrants with a strong religious and cultural heritage, most families have found it easy to continue traditional dress and cultural practices. At those times when Somali adolescents feel the pressure to assimilate more strongly than their parents, usually a mutually acceptable compromise can be achieved. For example, some Somali families let their children go to school in Western clothes (not including shorts), as long as the children change into Somali clothing when they come home from school. Families send their children to religious school on evenings and weekends in order to preserve Islamic education and tradition ("Minnesota's Somali Community").

Adult Basic Education

Background

Becoming fluent in English is arguably the single most important step that an immigrant can take if he or she wants to be successful in the United States. The K-12 system addresses teaching English as a Second Language (ESL) to the children of immigrants, but who teaches English to their parents? To a large extent this responsibility falls on Adult Basic Education programs. The Minnesota ABE program is rated as one of the highest in the country in successfully advancing non-native speakers to the next highest literacy level (Office of Vocational and Adult Education 1999).

Minnesota's immigrant and refugee population has expanded to record levels, especially Asian, Hispanic and African population groups; an estimated 200,000 are in need of ESL. Since 1995, enrollment in ABE has increased by 83%, mainly due to the rising demand for ESL classes. In 2002, students in ESL classes accounted for 2/3 of the total contact hours generated by all ABE programs. The magnitude of the increased need for Adult Basic Education classes throughout the state and the variety of languages spoken by the students are demonstrated by the following chart, which lists specific school districts and shows the changes in percentages of children with Limited English Proficiency (LEP) from 1990 to 2000.

The need of their parents for ESL instruction has similarly increased. The next chart shows the increase in the number of participants in ESL. Participation in citizenship classes declined because special funding for these classes in 1998 had run out by 2002.

ABE Participation in Minnesota

	FY '98	FY '00	FY '02
Total ABE Enrollment	48,220	73,213	82,778
ESL participants	15,380	27,273	37,554
Citizenship Ed	4,500	2,700	1,424

(Duplicate counts in sub-categories above)

Source, Department of Children, Families & Learning

Educational Attainment of Recent Immigrants

The fact that immigrants enroll in an Adult Basic Education class to learn English does not necessarily mean that they have little or no previous education. In March 2000, foreign and native populations were just as likely to have a bachelor's degree or higher (almost 26%). However, compared to the native population, a much greater proportion of foreign-born have had less than a ninth-grade education (foreign-born 22.2% versus 4.7% native).

A recent report, ***Immigrants and the Economy***, published by the Greater Twin Cities United Way, examined the education level at the year of entry of recent immigrants, ages twenty-five and over. Using the Census data, the report refuted a "common perception in United States society" that the most recent waves of immigrants have "significantly lower levels of education" than that of past immigrants: "The percentage of immigrants with less than a high school education has stayed fairly consistent over time [about 32%], while the percentage with a college degree or more was higher in the 1990s [29%] than in any of the previous three decades."

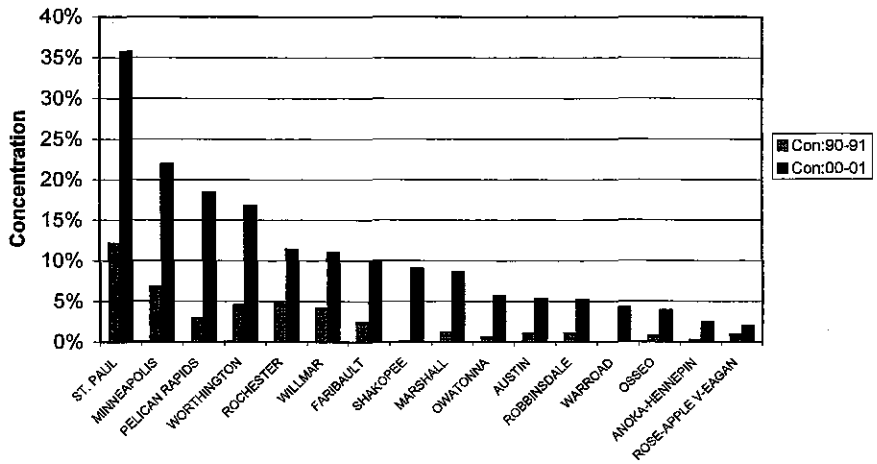
While many immigrants are highly educated, these statistics reveal that there are significant numbers of them who need ABE programs such as the Basic Skills, GED, or Adult Diploma programs. In order to attend, however, most immigrants have to overcome several barriers. Some of the most frequently mentioned are time, transportation, and childcare.

Adult Education History

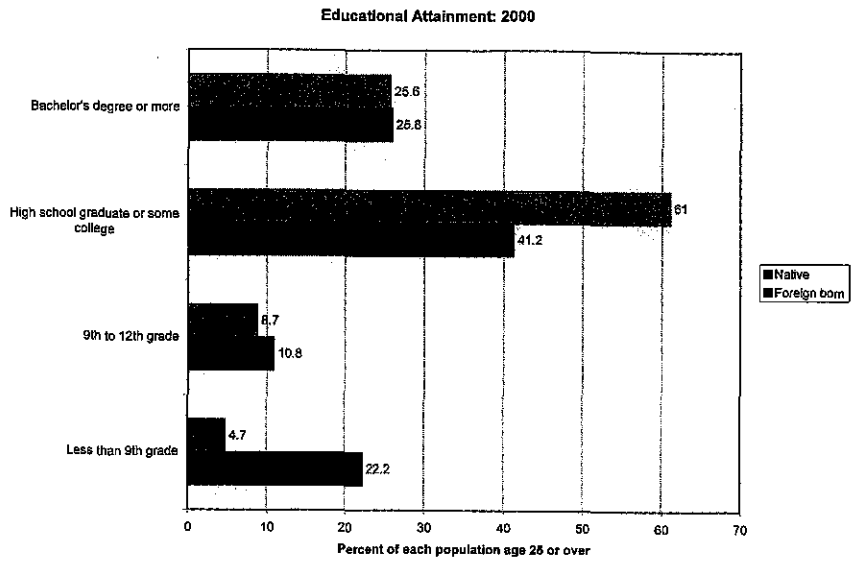
Adult Basic Education (ABE), known by the names second-chance education, continuing education, lifelong learning, work force training, and family literacy education, provides educational programs outside conventional high schools. Many immigrants initially enroll in ESL classes to learn just enough English to get a job, but many of them return later for more education to improve their English skills, earn a GED, or prepare for additional schooling, perhaps at a technical or community college or a university.

Federally subsidized adult education, as we think of it today, was included in the Economic Opportunity Act of 1964. This act created the first Adult Basic Education program as a state and Federal partnership funded through state grants. The programs focused on basic educational skills for adults, defined as those over sixteen years old who had not completed their secondary education. The goal was to "secure training that will enable them to become more employable, productive, and responsible citizens."

LEP Concentrations for 1990-1 & 2000-1, Grades K-12



Source, Department of Children, Families & Learning



Source, US Census Bureau, Current Population Survey, March 2000

become more employable, productive, and responsible citizens."

New priorities that stressed literacy emerged in 1991. A skill component was incorporated to address the fact that many diploma holders lacked basic literacy, numeracy and English language skills (Sticht 5). The ethnic composition of ABE participants also shifted from primarily Caucasian and African-American to Latino and Asian immigrants. The Workforce Investment Act of 1998 repealed the Adult Education Act and consolidated employment, training, literacy, and vocational rehabilitation programs. Efforts were made to create a "one-stop" system of work resource hubs, which offer post-secondary vocational and technical education classes.

ABE in Minnesota

A model one-stop program in Minnesota is the Hubbs Center for Lifelong Learning in St. Paul, built in 1994; it is believed to be the first community education structure in the nation, designed and constructed specifically to address the literacy needs of adults. In addition to state-of-the-art computer technology in all its computer labs and classrooms, the Center contains a library/media center, a drop-off childcare center and other support services for adult learners (Harter).

Among the sixty other ABE sites in St. Paul are programs offered by organizations such as the Minnesota International Institute, the Minnesota Literacy Council, Chicanos Latinos Unidos en Servicio (CLUES), Hmong American Partnership, Guadalupe Alternative Programs, and Southeast Asian Ministry (SEAM). All of these programs collaborate in the St. Paul Community Literacy Consortium, a public-private initiative involving fifteen community-based non-profits, St. Paul Schools and the St. Paul Public Library. This unique collaboration has drawn national attention for its effectiveness in expanding the quality and availability of adult literacy on a community-wide basis.

The majority of the approximately 450 programs in Minnesota, however, are offered through public school districts. ABE programs under whatever sponsorship are often the initial source of help for immigrants in Minnesota. Tuition-free classes and open enrollment, which means that a student can enter a class at any time if space is available, have made this program very popular with immigrants. To be eligible, a student must be sixteen or older, not enrolled in secondary school, and functioning below the twelfth grade in basic academic areas. Programs generally focus on one or more of the following areas:

- General Educational Development (GED)
- Adult Diploma (leading to a high school diploma rather than a GED)
- English as a Second Language (ESL) (Six levels of classes)
- Basic Skills Enhancement (brush-up academic skills not necessarily leading to a diploma or certificate)
- Family Literacy (combining adult literacy and parenting skills)
- Workforce Preparation (including both workforce education for workers/employers and employment readiness for the unemployed)
- Citizenship Education (preparing for the Immigration and Naturalization Service citizenship exam and general civic skills).

New Emphasis on Workforce Education

Adult educational priorities have also been redirected with a strong emphasis on workforce development. Community-based partnerships and specialized programs teach welfare-to-work participants and immigrants over age sixteen. These classes have become especially important to refugees with welfare benefits, which end after five years, and who must improve their English skills in order to get a job.

The ABE program also contracts with companies to offer ESL classes on-site as part of the State Workforce Education Program. This is especially important to companies that employ large numbers of immigrants at low wages and find that they must provide extra training. For example, Marvin Window Company in Warroad has an ESL program on site specifically designed for their employees to help them learn enough English to follow directions, safely operate machinery, and communicate with other employees. Marvin Windows reimburses ABE for these classes.

Waiting Lists

The students enrolled this October in Vicki Kent's advanced level ESL class at the Lehmann Center in Minneapolis come from Somalia, Laos, Mexico, Vietnam, and Ethiopia. Many of them were in refugee camps before they came to Minnesota. All of the students in this class reported they were placed on a waiting list the first time they registered to take classes at the Lehmann

February 2002 by Barry Shaffer, State Director of Adult Education, the managers of the top twenty consortia or organization units (in terms of FY 2002 state aid) reported their programs had significant waiting lists, especially in the urban areas. The managers estimated that more than 2000 individuals are on waiting lists, primarily for ESL programs. ESL instructors who were interviewed reported that funding, space limitations, and staffing issues were the most frequent reasons that not enough classes could be offered.

Carlye Peterson is the manager of the Minneapolis Public Schools Adult Basic Education Program, which is part of Community Education. In January 2002, she presented testimony to the House Early Childhood Committee on why money for ABE must be part of mainstream education and a budgetary priority.

She explained, "Whether or not you personally think it is right that kids leave school without a diploma or that immigrants and refugees continue to come to our state makes no difference. The reality is that that's the situation. It would be irresponsible not to serve them because another reality is that they are the next generation of employees. We cannot afford to have workers who cannot read or speak English, compute basic math or manage simple technology. Another reality is that people served in ABE are also the parents of the generation of workers to follow them. By educating parents, you are greatly improving the educational success of their children. ABE works."

ABE Funding

Responding to the growing enrollments and contact hours, the state legislature has approved significant increases in funding for ABE for several years in a row—from eight million dollars five years ago to thirty million in 2001. In 2002, approximately thirty-nine million was available to fund Adult Basic Education programs. Thirty-two million came from the state, six million came from the federal government, and one million came from other sources.

In 2002, the legislature changed the funding formula, placing an 8% cap on increases in annual appropriations for the ABE program. To qualify for this maximum increase, the contact hours in the ABE program must grow by at least 8% from the previous year. With large waiting lists for classes and predictions of increasing immigration, the ABE program is assured of achieving an 8% increase in contact hours in the next few years. As a matter of fact, in 2001 and 2002, contact hours increased 11% and 14% respectively. The consequence of this 8% cap is that in the coming year the ABE program will have to serve more people with less money per student than it had in the previous year, or it will continue to have long waiting lists. Even though the average annual cost of ABE is less than $500 per student (compared to $5000 for a pupil in K-12), some fear that the 2003 legislature will reduce even the 8% increase because of the projected 4.5 billion dollar state budget deficit (Shaffer).

The federal government's role in adult education has become that of a distant manager. It sets standards and indicators of accountability and disburses funds through block grants to the states, and it gives one dollar for every six dollars that Minnesota spends on ABE. In other words, ABE is primarily funded through the state legislative budget.

Fernando diligently works at his computer four nights and Friday mornings at an Adult Basic Education Center in Willmar in southwestern Minnesota. Every seat is filled. In the class of 38, adults have returned to school for an assortment of reasons—to help children with homework, expand work opportunities and skills, and to understand and communicate with others.

Fernando first took English 30 years ago in his native country of Brazil, but he never dreamed he would be returning to school—and especially in Willmar. He says, "I like the teachers in my classroom. I like objectives. Computers. In the first day, I had no computer. Afraid of it. Now, no problem because I've learned the computer...Much to my surprise my English is progressing. I don't believe me..."

Focus on Outstate Minnesota

While the majority of the immigrant population lives in the metro area, several small towns and cities in outstate areas have also experienced influxes of immigrants in need of ABE services. Entry level employment opportunities in food processing and light industry have drawn immigrants to places such as Owatonna, Willmar, Austin, Rochester, Pelican Rapids, Marshall, and St. Cloud. Often the ABE programs in these towns have had to move quickly to set up and staff classes appropriate for the newcomers. One of their greatest challenges is to find qualified teachers. The ABE programs must compete with the K-12 system in trying to find qualified ESL teachers, who are in short supply in both Minnesota and the rest of the nation.

Owatonna, a city of just over 20,000 people, is approximately an hour's drive south from the Twin Cities. Debbie Johnson, Director of the Community Education/ABE Program in Owatonna, says that the demand for services has changed dramatically: "Five years ago, 20% of our student population was here for ESL services and 80% was here for GED. That has completely reversed in five years where the bulk of our programming is now ESL services." The mission of the center has also shifted to building skills that enable individuals to get and keep jobs rather than the more traditional GED instruction and basic skills enhancement.

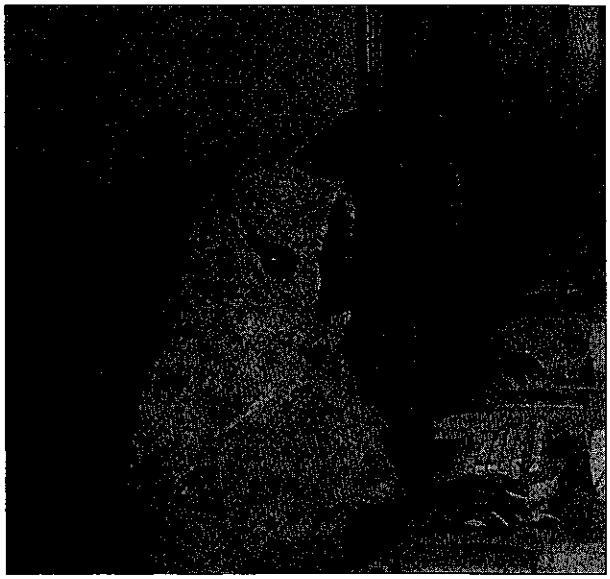
Experiments in Immigrant Education

Newcomer Schools

Research tells us that it takes about three years to learn conversational English and between five and ten years to learn enough academic English to succeed in high school. Immigrants who enter the United States at age sixteen or older have a limited time to learn English skills and complete courses required for a high school diploma. Moreover, some may have limited or interrupted formal education. Approximately 20% of all Limited English Proficiency students at the high

school level and 12% at the middle school level have missed two or more years of schooling since the age of six (Ruiz-de-Vasco and Fix 2000).

Conventional high schools do not offer the intensive instruction in English or content courses adapted for English language learners that these young students need. Even though they can stay in high school until age twenty-one in Minnesota, a large percentage of them drop out. At a later point, some may enter the ABE program and earn a GED or an Adult Diploma.



ABE class in Owatonna

To address the needs of these teenage immigrants, newcomer schools have been developed across the country. These institutions are especially designed to provide intensive English training; they forego extras such as clubs and sports. The Limited English Achievement Program (LEAP) in St. Paul, Abraham Lincoln Institute for New Americans, and the International Center for Accelerated Language Learning (ICALL) in Minneapolis are examples of this kind of school.

The LEAP English Academy was started in 1994 as a school dedicated to newcomers aged sixteen to twenty-six with limited English skills. To cover the cost of the "over-twenty-one" students, funding for LEAP is provided by the St. Paul School District and by the Adult Diploma Program. LEAP provides ESL and adaptive content courses while offering a high school diploma. In addition, students are able to take sampler classes at the St. Paul Technical College and nearby Ramsey Hospital, assisting them in their transition to the workplace and post-secondary training. The LEAP program not only provides language and academic support for older students in ways new immigrants can grasp, but helps students navigate in a new country, state, school, and job market.

Jeff Dufresne, Program Coordinator for LEAP English Academy, St. Paul, describes what the school is about.

"We know all research indicates that older students need 6 to 8 years before they become proficient in the language. So we're trying to narrow that figure by going at a more rapid clip...The time we spend on English acquisition is longer and more focused than other schools. For example, even a history class will be designed with language learners in mind so there will be a lot of vocabulary that you might not deal with for American students. Aside from that we can also extend the time, which is to say, by making budgetary deals with both the K-12 program and Adult Basic Education and Adult Diploma money, we can keep students beyond the age of 21 so they can get their skills up to a level where graduation is a meaningful possibility.

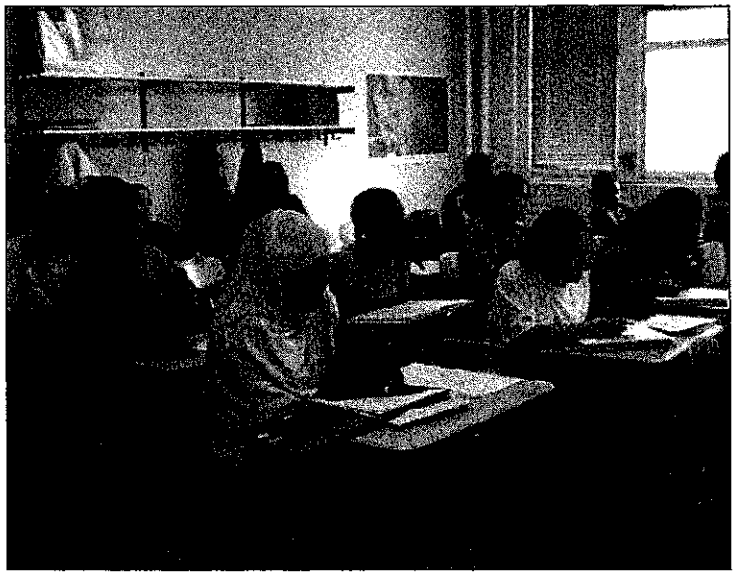
I know that ABE and Adult Diploma money continue to be getting cut back because of budget things that have happened. So we see a pull back. Adult Diploma is going to lose 1/4 million or so in St. Paul and that makes it difficult. It means that in a school like ours, we would not have to take anyone who was age 21. We could restrict it ourselves completely, because it's the under 21 that pays the freight. You can hardly hire a contract teacher on ABE money."

Fatuma, a 21-year old refugee from Somalia, attends the LEAP English Academy in St. Paul. She recalled what it was like when she first came to the Twin Cities three years ago: "I feel alone when I come here, when I don't speak English. If you don't know the language you can't talk to someone. You know something inside but you can't say it. Then sometime you smile. I miss all my education. I don't get any education. Because of the civil war, we don't go to university. I went to 4th or 5th grade [at a UN school at the refugee camp], but I forget."

The connection between learning English and working is very clear to Fatuma. "There no work because you don't know the language. That's why I focus on education." Her education at the LEAP Academy and Abraham Lincoln High School has also given Fatuma a greater sense of freedom—of not being dependent on translators. "Before when I go sometimes to hospital, I go to the doctors or someplace, I took the translator. I don't like that. You know, I feel guilty. If I want to see my doctor I want my privacy for someplace like that. Now I don't take anyone. I do the best I can. I tell the doctor what I can. I don't need any translator."

Latino Language Initiative

According to Jesse Bethke Gomez, president of Chicanos Latinos Unidos en Servicio (CLUES), as the Hispanic population grows in Minnesota, so does the need for educational opportunities. He cited 2000 United States census figures that show that there are 143,000 Hispanics in Minnesota, up from 54,000 in 1990. With more than forty percent of Latinos over twenty-five in the United States lacking a high school diploma, a collaboration between the Mexican Ministry of Education and CLUES aims to enable Mexicans and other Hispanics to continue their education (US Census Bureau). Two sites in Minneapolis and St. Paul are among a twelve-city international Internet education program offered by the Mexican Ministry of Education. Carlos Sada, the Mexican Consul General based in Chicago, says the program will benefit Mexicans who interrupted their studies to migrate to the United States. Many of them are immigrants from rural areas where people frequently drop out of elementary school to work. Maureen Acosta from CLUES explained that since so many Latinos have little or no formal education, they must become literate in their native language before they can learn English. Becoming literate in Spanish is the first step for these clients to learn English and eventually obtain their GED (Leslie).



US History Class at LEAP Academy

SEAM literacy student

Higher Education

Background

Each year, tens of thousands of undocumented students who have lived in the United States for at least five years graduate from United States high schools. Many have lived most of their lives in the United States, speak English fluently, have excelled in school and consider themselves American. However, even when one parent has legal permanent residence status (a green card), other family members may not. A legal permanent resident can file a petition to obtain legal residency status for a son or daughter who is under twenty-one, but the current eight-year waiting period means a twelve year old child would not be able to complete the process until he or she was twenty years old.

It is difficult to come up with an exact number of undocumented students qualified to attend public colleges who cannot do so because of the financial burden imposed by the current laws. Michael Olivas, director of the Institute for Higher Education, Law and Governance at the University of Houston Law Center, estimates that about 25,000 undocumented students find a way to attend public United States colleges and universities, and that another 50,000 to 75,000 are qualified to attend college but are unable to do so because they cannot afford non-resident tuition rates (Taylor).

This section looks at the issue of granting in-state tuition rates to undocumented students at Minnesota colleges and universities. What are the costs, the legalities and our responsibilities as Minnesota citizens? Some groups argue that offering undocumented students in-state tuition rates undermines current immigration policy. David Ray, a spokesman for the Federation for American Immigration Reform, states firmly that this kind of legislation "sends a message that we aren't serious about immigration control in the United States." Mai Neng, Public Policy Director of The Institute for New Americans in Minneapolis, counters that the short-term cost of educating talented and hard-working students translates into long-term gains for Minnesota: "It benefits Minnesota's economy to have a workforce that is highly educated and diverse."

> More than 16 years ago, David crossed the Mexican border with his family. His parents came to the United States to look for work because they did not earn enough money to support themselves in Mexico. When the family moved to Minnesota six years ago, both of his parents found work at a meat packing plant. They continue to work there and together they earn $1200 every two weeks. Although this is not the future David now envisions for himself, when he was 12, he began drinking, smoking and cutting classes. Eventually, he dropped out of school and worked several jobs as a cleaner and a restaurant worker. Tired of the low pay, David concluded that education could expand his opportunities. He returned to finish high school and would like to study the graphic arts, perhaps eventually getting a job in visual communications. His paintings have been displayed at his school and in local galleries. Because of an immigration reform bill passed in 1996, however, David must pay nonresident tuition rates at Minnesota state colleges and universities, which can be two to three times the rate of in-state tuition. If he went to the technical college, for example, he would pay about $3000 per semester rather than about $1700 paid by state residents. Without a social security number, he does not qualify for federal financial aid programs. The higher tuition rates combined with the lack of financial assistance basically derail his chances of going to college. "I didn't ask to come to this country," David explains. "My parents brought me here and I've been here most of my life. I just want a chance. I want some hope." (Taylor)

In 1982, the United States Supreme Court ruled in the case of *Plyler v. Doe* that the state of Texas could not bar undocumented children from receiving a public elementary and secondary education solely on the basis of the child's or the parents' immigration status.

Higher education, however, is a different story. Not everyone is qualified to go to college, so college-bound undocumented students are not protected under the Equal Protection Clause of the 5th and 14th Amendments to the United States Constitution.

The 1996 Illegal Immigration Reform and Immigrant Responsibility Act (IIRIRA) explicitly sought to deny higher education benefits to undocumented students. It said that if states offered in-state tuition rates or any other higher education benefit to undocumented students, they must provide the same benefits to all United States citizens and permanent residents. This would nullify a state's authority to set residency requirements. Although federal laws do not prohibit nonresidents from being admitted to colleges and universities, they do bar undocumented students from receiving federal aid in the form of work-study jobs, grants or federally subsidized student loans.

In-state Tuition

A number of states have introduced their own legislation as a way to get around the 1996 federal legislation. In 2000 and 2001, California, Texas and New York passed bills that based in-state tuition eligibility on graduation from a state high school rather than on residency. Wisconsin Governor McCallum, however, vetoed a bill that would have allowed undocumented students to pay in-state tuition. Recent efforts to pass similar bills in Colorado and Washington have died, possibly because of anti-immigration feelings fueled by the September 11 terrorist attacks.

Senator Orrin Hatch, R-Utah, sponsored a bill in the U. S. Senate that would repeal section 505 of IIRIRA and allow certain undocumented residents to become citizens after graduating from a United States high school. This bill, known as the Development, Relief, and Education for Alien Minors of 2002 Act (the DREAM Act), would also allow states to decide whether undocumented students could be considered state residents for tuition purposes. Finally, the Act would ensure that students who are applying for

"immigration relief" under the Act may obtain Pell grants and student loans on the same basis as other students while their application is being processed. "I sincerely hope that we can all agree that the status quo is unacceptable," Hatch testified before the Senate Judiciary Committee. "We cannot sit idly by while more minds and potential go to waste."

Undergraduate Tuition Rates Fall 2002

	In-State Rate	Non-Resident
University of Minnesota	$208.45/credit	$615.12/credit
St. Cloud University	$136.63/credit	$268.20/credit
Century College (2-year)	$ 95.76/credit	$181.41/credit

In the 2001-2002 session of the Minnesota Legislature, a bill was introduced that paralleled those passed in California, Texas and New York. The bill made it through the Education Subcommittee in the Senate, but failed to win approval. Both the University of Minnesota and Minnesota State Colleges and Universities (MnSCU) prepared fiscal notes for this bill. MnSCU, the institution that would be most affected, stated that although it is difficult to estimate the number of undocumented students in Minnesota, officials assumed this bill would result in few additional students and "would have no impact on MnSCU's state appropriation." Both institutions included notes of caution. If this bill fails to by-pass the IIRIRA provision (i.e. all United States citizens would be eligible for in-state tuition), there would be a significant increase in state appropriations.

Even with the passage of a bill that would grant in-state tuition rates to undocumented immigrants, Jennifer Godinez, Executive Director of La Escuelita, acknowledged that students would continue to need financial assistance: "The money for these students to pursue higher education is an issue we still have not resolved. We have been talking to foundations and business owners regarding the start of a Latino College Fund (LCF). This needs incorporation, selection processes, and money—so a lot more has not been done with this at this point."

A student who holds a Permanent Resident visa (green card), a Refugee visa, or a Political Asylum visa is eligible for in-state tuition, but other non-immigrants with certain types of visas do not fare as well. An example is Mustafa who is from Sierra Leone and has been in Minnesota for seven years. He has a Temporary Protective Status (TPS), given to people who are not able to return to their countries because of on-going violent conflicts there, which must be renewed every year. Under the TPS, he also has permission to work and has been employed at a nursing home. He has completed the ESL program at the Lehmann Center in Minneapolis and is currently taking a course there that will help him make the transition to a community college. In general, MnSCU policies allow each school latitude as to how they treat a student with a temporary visa or Temporary Protective Status. If he decides to attend Century College, he will not be eligible for in-state tuition. Other schools in the MnSCU system might have different policies for students with Temporary Protective Status.

Temporary Protected Status

Congress has authorized the United States Attorney General to grant Temporary Protected Status (TPS) to nationals of countries in crisis who are presently in the United States. The Attorney General may designate a country for TPS if the people from that country who are currently in the United States would face "on-going armed conflict, natural disaster, or "extraordinary temporary conditions" if they were to be returned to their home country. Persons with TPS will not be deported, and may live and work legally in the United States until the designated period expires. As of May 2001, nationals of nine designated countries were eligible for TPS. Those countries were Angola, Burundi, El Salvador, Honduras, Montserrat, Nicaragua, Sierra Leone, Somalia, and Sudan.

Pros and Cons

If the DREAM Act passes in an upcoming Legislative session, it should be easier to enact legislation making undocumented students living in Minnesota eligible for in-state tuition. There is no exact measure of how many undocumented students would take advantage of this legislation, so one cannot accurately assess the financial cost to the state. While undocumented students come from many different countries, an examination of the Latino population, which is one of the larger groups in Minnesota, could give us some idea of the effect of the bill on that group. ***The Completion Study for the Class of 2001*** reported that about 47% of the 1,264 Latino students in Minnesota graduated on time (Department of Children, Families, and Learning). Of the approximately 600 Latinos who graduated that year, a proportion of these were qualified to go on to higher education and some of them may be undocumented.

These numbers suggest only a small number of Latino students from the class of 2001 could benefit from this bill, thus limiting the cost to the state. While the overall impact on the budget may not be large now, with a growing Latino population and an unknown number of undocumented students from other countries, there could be future budget consequences of this legislation, such as higher tuition for all students, higher taxes, or reductions in other state services. On the other hand, there could be general financial benefits to the state due to having more educated residents who could not only contribute to our economy but also recognize the importance of education for their children. Additionally, if undocumented students are eligible for in-state tuition, shouldn't someone who is legally here with a TPS also be eligible for this benefit? This is a situation in which one must consider the balance between the economic and the humanitarian aspects of such a policy decision.

Legal Issues

Background

"We are afraid of the government," said Elena, a Latina from Long Prairie, a town of 3,000 in west central Minnesota. To illustrate her point, Elena said, "They set us up. The cops stop you and ask for ID. Well, what are you going to give them? What they end up doing is calling Immigration and then asking Immigration to investigate you over the computer and see if that's a valid ID. In Sauk Center they have it posted, question your papers. They will take your papers. Next time you're stopped you have a paper that [says] someone is investigating you. That sets off bells and red lights. You're set up."

Elena described a recent incident in which the police stopped a friend while he was driving his car: "They confiscated his driver's license. . . . Immigration [an INS agent], a patrolman [State Highway Patrol], and an officer [local police] were in the car and they grilled him for forty minutes because they did not believe that he was who he said he was."

Elena told these stories to League of Women Voters Minnesota members who asked a group of Latinos in Long Prairie what issues concerned them the most. They listed identification documents, driver's licenses, and discriminatory treatment by the police as their biggest problems outside of the workplace.

Describing the same incident, another woman nodded in agreement: "They interrogated me, too, because he [the friend who was driving] lives with us and they asked me the same information they asked him." Elena continued, "Then when you try to get your ID [driver's license], they always give you the runaround. They keep asking you to give more proof of who you are. But a Caucasian goes over there [to the driver's license office] and they don't get questioned; and they could be from Europe or something and we wouldn't know. But since they are white, they don't look at that. They look at you and you're brown, dark."

For Elena and other Latinos who come to the United States to work, the continual doubt and suspicion surrounding immigrant identities is frustrating and insulting. In her statement, Elena describes an encounter many immigrants experience in rural Minnesota—getting stopped and questioned by police for traffic-related incidents. In this instance, the local police, the State Highway Patrol, and the Immigration and Naturalization Service (INS) worked together.

> Long Prairie Police Chief Steve Neet explains the kind of routine "traffic stop" experienced by Elena and her friend from a law enforcement perspective: "The requirement is you must identify yourself. You must provide proof of insurance and those kinds of things. If you tell me you don't have a driver's license, then I have a reasonable expectation that you give me some sort of identification that identifies you as the person you say you are. A lot of times, not in every case, our immigrant population has no method of identification whatsoever, which creates a very difficult situation. Now you add in the language barrier and a lot of folks speak absolutely no English other than yes or no. So it's very, very difficult to communicate. Since we don't have a person within our staff that is bilingual, we will make efforts to use other methods. One method we do use is the U.S. Border Patrol in Grand Forks [to translate], which is an entity of the Immigration Service. We don't ask specific questions about immigration status. However, as a result of our contacts with them we have had some deportations."

For Police Chief Neet, the matter largely boils down to economics. With a limited small town budget, finding translators and bilingual officers who will work for $13 an hour, often in the middle of the night, continues to be extremely difficult. Translation services have become a big business, and Todd County is the poorest in Minnesota.

As a result of the Long Prairie Police-INS partnership, there have been approximately fifteen to twenty "removals" or deportations a year. Neet acknowledged that Latinos are not the only Minnesotans who drive without insurance or without a license. But, as both Elena's and Neet's comments indicate, Latinos are "not like everybody else" in Long Prairie because "they are dark and do not speak English."

This section discusses some of the legal concerns—encounters with government described by many of the people interviewed. It examines:

- identification documents, particularly in the context of applying for a driver's license;
- the enforcement of immigration laws through partnerships between local law enforcement agents, border enforcement units, and the Department of Justice.
- driver's license eligibility requirements and rules, including those for non-citizen visitors and undocumented immigrants;
- non-citizen voting in local elections;
- INS reform and other national legal issues that affect immigrants.

Identification Documents

The Matricula Consular

Many immigrants say tougher scrutiny has made it more difficult to get identification documents and driver's licenses, even with a proper ID. One result has been a surge in requests from Mexican nationals for IDs from Mexican consulates (the document, called *matricula consular*, is based on Mexican records and has been offered for more than 100 years). Midwestern Mexicans apply to the consulate in Chicago. Since March 2002 more than 750,000 cards have been issued, at a cost of $29 each (Reid).

Mexican President Vicente Fox's government began a campaign this year to win acceptance of the *matricula* as a valid ID in the United States. Over the past eight months more than eighty cities, about 600 police departments and thousands of businesses have formally recognized the document as an ID, according to the Mexican Foreign Ministry. Thirteen states have accepted it as sufficient for a driver's license application (Reid). The Mexican con-

sulate requires a person to have a Mexican birth certificate and a picture ID in order to acquire the *matricula*. One Mexican consul promised that the cards will be constantly upgraded to thwart tampering or counterfeiting; a hologram has recently been added to the cards, along with an infrared information band and several messages readable only with a decoder. The cards are valid for five years.

The *matricula* is accepted in a growing number of cities, including Los Angeles, Chicago, San Francisco, Las Vegas, Columbus (OH), Austin, and Houston. Police departments have praised it because it helps them serve the Mexican community, which is typically cautious about reporting crime for fear that police may report them to immigration officials. The Mexican consul in Florida is pushing for acceptance there, but no Florida official had accepted it as of the beginning of September 2002. (Avery).

The INS has not taken an official position on the cards because they are a matter between the Mexican government and its citizens. The agency has stressed that the card is strictly an ID, not a residency permit (Fieldman). Some agency officials say they wonder about the card's purpose: "For a person who is lawfully in this country, I don't see a use for it," said Scott Weber, deputy director of investigations at the INS Denver office. Mark Krikorian of the Center for Immigration Studies, agrees: "It seems as though the US administration has embraced the *matricula* as a back-door way of amnestying Mexican illegal aliens" (Avery).

A labor group in Toledo that represents immigrants describes the need for this document. It argues that while the *matricula consular* does not grant amnesty to undocumented immigrants, it makes many things about their daily lives more manageable. For example, many immigrants cannot open bank accounts or cash checks for lack of official photo identification. They often must keep cash on their person, and if they want to send money to Mexico, they must use expensive services like Western Union. Renting a house or an apartment is a problem without ID, and they run into many obstacles trying to enroll their children, who are US citizens, in school. If they get stopped by police, they have no identification to show, a fact that makes them look suspicious. ("The *Matricula Consular* Campaign").

A group that supports change in immigration policies, Federation for American Immigration Reform (FAIR), has a different perception of the *matricula consular.*

- This group is skeptical of the ability of the Mexican consulates to control fraudulent identity applications.
- FAIR also questions the reasons why private companies and public institutions recognize the consular ID cards. It says that banks and money transfer agencies are eager for the lucrative handling fees they can earn by doing business with undocumented immigrants. Since these institutions are required by federal law to ask for identification, the *matricula* serves their interests better than fake documents.
- In addition, FAIR worries that acceptance of the card may be politically motivated. Politicians at both national and local levels believe that they can win Hispanic political support by catering to the undocumented immigrant population.
- Finally, FAIR wonders if accepting the *matricula consular* is legal. Local governments are choosing to recognize the Mexican document, which is not recognized by the federal government. Are they exercising a form of their own foreign policy, which is reserved to the federal government under the Constitution? Local governments could also be guilty of discrimination if they recognized identity documents issued by the Mexican government but did not do so for similar documents issued by other governments ("The Mexican *Matricula Consular* Should Not Be Accepted").

In Minnesota, former Public Safety Commissioner Charlie Weaver says that the *matricula consular* is a not a secure identity document and it is not currently accepted in Minnesota.

IRS Individual Taxpayer ID Numbers

Since 1996, the Internal Revenue Service (INS) has treated immigrants as "resident aliens" based on their "substantial presence" in the country, and has issued them Individual Taxpayer Identification Numbers (ITIN). The ITIN is intended to substitute for a Social Security number for tax purposes (since the IRS needs a way to track undocumented immigrants, who pay income taxes like other workers). Legal immigrants almost always apply for a Social Security card as soon as possible so they can work, but the taxpayer number is also being used more and more by the undocumented as an identifier for opening a bank account or getting a driver's license.

Supporters of driver's licenses for undocumented immigrants applaud the wider use of this ID, which they claim should be allowed as a verifiable identification document, substituting for the Social Security card that even the Social Security Administration admits is frequently forged. During summer 2002, the Social Security Administration sent more than 750,000 letters to employers of about seven million workers whose names did not match the Social Security numbers they provided.

Marti Dinerstein, a fellow at the Center for Immigration Studies in Washington, DC, maintains that the Taxpayer ID helps nine million "illegal aliens...launder their residency status." She also says the IRS policy runs counter to the Social Security Administration's recent efforts to stem unlawful use of Social Security numbers and violates the USA PATRIOT Act by "withholding information from the INS and the Social Security Administration about the fraudulent activity of illegal aliens."

Deputization

A higher level of cooperation between local police and the INS can result from a provision of the 1996 Illegal Immigration Reform and Immigrant Responsibility Act. Included as a reme-

dy for immigration emergencies, it allows the US Attorney General to deputize local police to enforce immigration laws, mingling federal and local law enforcement as never before. The Justice Department has said that this provision will be activated on a limited basis only for specific emergencies of mass immigration.

Some immigrant rights and civil liberties advocates claim that "in the suspicion-ridden climate of the war on terror," Attorney General Ashcroft "might try to use the new provision to target certain immigrants in the name of homeland security." The program director for the American Friends Service Committee in Tucson is also concerned: "What is the definition of an immigration emergency? It leaves it very open for those in positions of power to define it to meet their needs and agendas" (Axtman).

Many local police departments, strapped for resources, worry about the costs of getting involved in enforcing immigration law. They are also concerned about the need to maintain good relationships with immigrant communities. They fear that getting immigrants to report crime will become more difficult if they believe they could be picked up for immigration violations. Another issue is who pays for holding immigrants in police custody before the INS gets around to processing them.

Florida, however, signed the first special agreement with the Justice Department in August; thirty-five officers were to be trained and deputized to arrest immigrants "deemed a threat to national security" (Axtman). Minneapolis Police Chief Robert Olson noted in an interview that although Florida has contracted with the Department of Justice for the deputization program, "It is nothing we should [do]. We [already] have so much on our plate."

Driver's Licenses

National Level

No federal law prohibits states from issuing licenses to immigrants, regardless of their legal status. Each state can decide how to handle the issue of licenses for the undocumented. The result is a hodgepodge of laws that vary from state to state. For example, Florida, Louisiana, and Connecticut make the driver's license expire when the immigration permit expires; Virginia and Colorado require stricter proof of residency for immigrants; New Jersey is considering licenses with digitized photos making licenses harder to forge ("2002 Policy Summary: Immigrants & Driver's Licenses").

Efforts to loosen license requirements for the undocumented lost momentum after 9/11. Most of the fifteen states that had been considering such measures defeated the plans. But in the last few months, legislators and advocates for immigrants have begun to bring up the issue again.

Some believe that the conflicting and confusing state policies prove that a national approach is needed. Legislation to set national standards for state-issued driver's licenses has been introduced in both the House and Senate. A Senate bill would leave authority to issue and revoke licenses solely with the states. "It's not a national ID," said Senator Richard Durbin (D-IL), but a reliable, accurate photo ID.

Opponents (civil liberties groups—liberal and conservative—and privacy advocates who oppose a national ID) said this would create a *de facto* national ID that would greatly expand the government's awareness of people's movements and activities ("Government Institute").

Driver's Licenses in Minnesota

Maria has lived in Willmar for over fifteen years. The really big concern for her and other Latinos is being able to obtain a valid driver's license. "You don't have a driver's license, you can't drive a car. Willmar has public transportation—a bus system. But there is no bus service on the weekends. Just on weekdays. This is a big problem. What do you say? You have to go to work. And it's harder now to get a driver's license. Now it's changed. You need to have two identifications and people don't have them." Maria also mentions that as everywhere in Minnesota, Latinos get stopped frequently. Those caught driving without a license have to pay a fine, but (usually) there are no deportations, and the INS is not called in.

When asked his opinion about issuing driver's licenses to undocumented people, Robert Olson, Minneapolis Chief of Police, stated, "My concerns are with good driving." He believes that all drivers should demonstrate that they know how to drive by passing the driver's license test. Untrained, unlicensed drivers present a real safety hazard to the general public.

> Many Latinos in Long Prairie describe getting a driver's license as "a pain." The process entails many long hours on the phone and waiting. Maria, who assists others at the Todd County Hispanic Liaison Office, shudders every time she sees "those yellow slips of paper. I hate it." Many Latinos report that they pay for licenses but they never receive them. To follow up, the Liaison Office calls the Minneapolis Public Safety (Office), but the number is always busy. And then there is no Spanish speakers. We sit here half an hour or two hours on the phone." Another difficulty is acceptance of proof of identity and qualifying documents required by Driver and Vehicle Services. Maria described one common occurrence. "I took a friend of mine to get her ID. She had the packing plant ID, she had one from Wisconsin, she had her birth certificate, a Social Security card. She had maybe six different things. The lady (from Motor Vehicle Services) was so upset. I had to tell calm down." At issue was a larger-sized birth certificate versus a smaller one. "In Texas and I know in Willmar they give them small. In Sauk Center they give small now. They're state certified, sealed birth certificate, and they won't accept it. If people want their licenses they go to Wadena or they go to Stearns County now. They go somewhere else because they know here it's impossible."

The issue was controversial in the 2002 Minnesota Legislature. Major points of dispute between House and Senate negotiators were how temporary immigrant's driver's licenses should look and whether the licenses should expire

when immigrants' visas do.

In the end, the anti-terrorism bill passed by the Legislature at the end of the session included no driver's license provisions. But former Public Safety Commissioner Charlie Weaver, a backer of the color-coded licenses, changed the rules through an administrative process. Although his authority to do this was challenged, a judge ruled that Weaver had the authority to make the changes he wanted. These went into effect July 8, 2002. Several advocacy groups are suing the state over these new regulations: "It changes a driver's license to a state ID badge or internal passport," said Chuck Samuelson, executive director of the Minnesota Civil Liberties Union. "It's a real un-American thing to do." The court heard the appeal of these rules on December 12, 2002. Since the rules took effect, 3,088 foreigners have been issued licenses with their visa expiration dates printed in red, and veiled women have had to lift their veils above their eyebrows for license photographs. So far, says Kevin Smith, spokesman for the Department of Public Safety, the change hasn't caused many problems: "It's been relatively well received. No one that we know of has left in a huff." Governor-elect Tim Pawlenty promised during his campaign to put these rules into permanent law (deFiebre B2).

Under the new regulations, some of which apply to all applicants for licenses:

- A driver's license notes when a temporary immigrant's visa expires.
- The words "Status Check" are stamped on both sides of the visitor's license, along with the date.
- First-time applicants may not prove identity solely by showing a license from another state. They need a second ID, such as a certified birth certificate or valid passport.
- All applicants must have a full-face photograph (no exceptions on religious grounds, as before; but reasonable accommodation is made. For example, women who wear a hair covering do not have to remove it, but the outline of the face must be visible).
- People out of the state when their license expires must take a new photo within thirty days of returning.

Opinions Vary

Former Public Safety Commissioner Charlie Weaver was enthusiastic about the new rules, which "are intended to guard against terrorism." He cited reports that five of the 9/11 terrorists held expired visas. "If we'd had a system like we have here in Minnesota, we could have caught them." Weaver added that because the INS is understaffed, other law enforcement agencies need to cooperate to fight terrorism.

"These changes to Minnesota's driver's licenses," continued Weaver, "will assist law enforcement officials in identifying people who are in this country illegally and may intend us harm. It simply doesn't make sense to give a four-year driver's license—Minnesota's most important identity document—to someone who can be in this country legally for only a few weeks."

John Keller, a lawyer at the Immigrant Law Center of Minnesota, said the new rules are unnecessary: "It's an attempt to make us feel safer, but unfortunately will create more problems than it will address." Some immigrants who have the proper documents won't apply for licenses out of confusion or fear that they'll be turned over to INS officials. He added that immigrants who drive without a license won't be able to get insurance.

Others argue that the new rules are unconstitutional because they single out non-citizens for different treatment in violation of the 14th Amendment's equal protection clause. The ACLU claims that a person's immigration status shouldn't have any bearing on whether he or she is qualified to drive or is committing identity fraud. (Jean).

Logistical problems may complicate the process of marking driver's licenses. Some immigration documents don't even have an expiration date; most dealings with the INS are complicated and time-consuming; in many cases it takes months and even years for the INS to process documents. The American Immigration Lawyers Association notes that immigration laws and INS regulations are extremely complex and subject to frequent change. They believe that state license agencies should not act as INS officials and try to verify immigrants' status ("Senate Judiciary Committee Holds Hearings on INS Reorganization").

Pros and Cons

The Center for Policy Alternatives and ISAIAH (a group of church congregations of different denominations who want to build community) offer several reasons why we should grant driver's licenses to undocumented immigrants:

- It would improve public safety. Unlicensed drivers are unfamiliar with state traffic laws and are unlikely to be insured. If they are involved in an accident, they will drive away rather than encounter the police. Many immigrants from Spanish-speaking countries have never driven in the snow and don't know the rules of the road when they get here.
- It would make better use of law enforcement and judicial resources. The arrests of unlicensed immigrant drivers clog courtrooms and take up valuable time of law enforcement personnel.
- It would decrease the likelihood of identity fraud. People who can't get licenses legally often use forged documents.
- We can rely on the IRS to verify people's identity. It already does a thorough identity document check when it gives people Individual Taxpayer Identity Numbers for tax purposes. We already have a system in place that insures that a person's birth certificate, passport and other identification documents are authentic. Other states use ITIN numbers as an identity document for driver's licenses.
- It would include undocumented immigrants in our state information systems-including CRIMNET. It makes them easier to track if they do engage in criminal behavior. Law enforcement officials support providing driver's licenses to immigrants. They need to know with whom they are dealing.

Because of 9/11, more than ever we need to know who people are.

- There is no federal law that prohibits states from issuing licenses to undocumented immigrants.
- The Minnesota economy depends on the labor of undocumented immigrants. An estimated 48,000 undocumented immigrants work in just six industries in Minnesota: meat-packing and food processing; agriculture; roofing and construction; janitorial; food service; hotel and hospitality work. If every one of those immigrants were to leave today, those industries would collapse. ("2002 Policy Summary" and "Six Good Reasons").

Charlie Weaver argues against granting driver's licenses to undocumented immigrants:

- Only a small percentage of the immigrant population is here illegally. They have chosen not to follow INS procedures that would have provided them with the necessary documents to legally obtain a license.
- State law enforcement agencies cannot institute policies that contradict federal law. Immigration policy is established at the federal level. If federal policy classifies persons as illegal aliens, this is how the state must view them.
- Driving is a privilege, not a right. Persons who are convicted of driving while intoxicated, who receive too many speeding tickets, and/or are otherwise proven unsafe to drive can lose their driving privileges. Why should illegal immigrants, who refuse to accept the rules of society on immigration, receive favored treatment over Minnesota drivers who are held accountable for their action?
- We do not want to issue driver's licenses to persons who do not have secure identity documents. When an applicant—immigrant or otherwise—for identification lacks a valid identity document, the state doesn't know if the person is a convicted criminal, revoked driver, or if they have stolen the very identity they intend to assume.
- Driver's licenses are a gateway document that establish identity for voting, law enforcement, employment, credit, and retail transactions. Retailers and the general public could be harmed by people using licenses based on fraudulent identities.
- Public safety is not threatened by not granting driver's licenses to undocumented immigrants. There is no evidence that if undocumented immigrants received driver's licenses, they would enroll in driver education programs, obtain insurance, and refrain from fleeing the scene of an accident.

Non-citizen Voting Rights

From the founding of our country until the 1920's, non-citizens were allowed to vote. Currently, they can vote in local elections in some municipalities in Maryland and Massachusetts as well as in school board elections in New York City and Chicago. Nearly another dozen communities have recently considered or are currently moving to establish non-citizen voting rights. Since the League of Women Voters formed for the purpose of extending the franchise to women, the issue of expanding voting rights to non-citizens is of particular interest (Hayduk).

For a 150 year period, non-citizens in at least twenty-two states and territories were enfranchised and could vote. The Supreme Court ruled in 1874 that the practice of voting was independent of the issue of citizenship. The Constitution does not require voters to be citizens; it grants the power of regulating voter qualifications to the states, not the federal government.

After World War I, however, growing "anti-alien" sentiment ended practices of allowing non-citizens to vote. Today, there is a renewal of interest in the topic because of the nearly thirty million foreign-born people who currently live in the United States. Over twelve million are legal permanent residents who remain non-citizens and are barred from voting.

The specific local offices for which non-citizens could vote or even run for election would vary according to the community. Offices might include city council, mayor, school board, alderman, coroner, sheriff, soil and water district, etc. Although this issue has not yet surfaced in Minnesota, it probably will in the next few years given our growing immigrant population.

Some reasons for permitting non-citizens to vote in local elections:

- It's legal.
- It's fair; it expands democracy. Nonvoting non-citizens are at risk of bias in majoritarian electoral systems; politicians can ignore their interests.
- It's feasible. Other communities around the country have found ways to permit non-citizens to vote in local elections even if they are not allowed to participate in national elections.
- Our country was founded on the principle of "no taxation without representation," and immigrants pay local property and sales taxes.
- Immigrants have children in the public schools, so they should be able to vote in school board elections and run for school board positions.
- In many communities, immigrants are directly affected by decisions of the city council. Affordable housing for example, is an issue about which many immigrants would like to have a say.
- By coming to this country and living here, non-citizens show evidence of their commitment and loyalty to their communities.
- It takes most immigrants ten years to achieve citizenship, a time during which they are paying taxes and sending their children to school.

Some reasons for not permitting non-citizens to vote in local elections:

- If immigrants want to vote, they can become citizens.
- Giving them the vote takes away the incentive to become citizens.
- Since non-citizens have not sworn loyalty to the United States, they cannot be trusted to vote in the best

interests of this country.

- Non-citizens could vote as a block in a state or community. For example, they might raise taxes for citizens by voting to grant public assistance to undocumented immigrants or to permit bilingual instruction in the public schools.
- Election fraud might increase.

National Issues

Borders and Border Crossings

Compared to other places around the world, the United States' borders to the north and south are long, open and undefended. Although the trip is risky, almost anyone from Mexico can cross the Rio Grande or the desert that separates the two countries. "People cross the river like we cross the road," said Ventura Cerda, a Customs agent who patrols a 100-mile stretch of South Texas. To actually secure the southern border "would take a million people, I suppose—maybe more," according to Paul H. O'Neill, former Treasury secretary, which oversees the Custom's arm of the Border Patrol (Weiner, "Border Customs Agents").

INS Reorganization and Homeland Security

The terrorism of 9/11 posed some difficult questions about security. The national debate that followed focused in part on the reform of two of the nation's oldest agencies—the Immigration and Naturalization Service, including the Border Patrol, and the Customs Service. These two agencies have overseen and controlled the flow of goods and people in and out of the United States. Although many people today would agree that tighter regulation of who enters the country is necessary in terms of national security, questions have arisen about tracking immigrants and providing services to them. Other concerns include the impact of increased security on everyday life, the economy, and the civil liberties of both citizens and non-citizens.

Immigration lawyer Stephen Yale-Loehr stressed before a Senate Judiciary Committee in 2002 that the INS received too many conflicting, complicated, unfunded and incomplete mandates. With regard to services, he noted, "Families face long delays before they can be reunited. No visa exists to bring in certain kinds of needed workers. And the 1996 immigration laws eliminated due process for many permanent residents" ("Senate Judiciary Holds Hearings").

Many critics of the system as it existed until this year believe some of the problems with the INS stemmed from the agency's overlapping and conflicting functions. It provided services to facilitate legal immigration and at the same time enforced laws to prevent illegal entries. Restructuring of the INS divides these two main activities, leaving immigration services within the Department of Justice (DOJ) in a newly created Bureau of Citizenship and Immigration Services. Enforcement programs, now called the Bureau of Border Security, have been redirected to the new cabinet-level Homeland Security Department.

In the largest government reorganization in half a century, the new department brings together twenty-two government entities that will deal with terrorism and security. The law authorizing the new department, passed with little serious debate in Congress, appears to be a victory for the advocates of tighter borders and emphasis on law enforcement (versus facilitating the entry and assimilation of new immigrants). Tom Ridge, who was adviser to President Bush on homeland security, has been chosen to run the new department. The Bureau of Citizenship and Immigration Services is expected to have less visibility and fewer resources, and advocates worry that immigrant rights and services "are at risk" (Shenon).

Entry and Registration Procedures

Recently passed laws have tightened entry procedures for foreign-born arrivals to the United States and established a monitoring system that involves law enforcement agencies at many levels. First, the USA PATRIOT Act amended the entrance criteria for all foreign nationals to include security and terrorist concerns, health-related grounds, criminal history, indigence and previous removal. One year later, on September 11, 2002, the Bush Administration announced a new special registration system for certain non-immigrants. The first phase of the special registration system required that all citizens and nationals of Iran, Iraq, Libya, Sudan, and Syria comply with the new monitoring requirements by December 16. Visa-holders from thirteen additional countries announced November 22 must report by January 10, 2003. Those subjected to special registration requirements, men sixteen to forty-five, must fill out a detailed biographical form and get fingerprinted and photographed within thirty days of entry ("Special Visa Processing Procedures").

Male foreigners (from eighteen countries so far), including students and others on temporary visas, face deadlines for registration. The visa-holders must go to INS offices for an interview under oath and to be fingerprinted and

Minnesotans for Immigration Reform (a chapter of a national organization) characterizes itself as pro-American and pro-immigration. A member of the group, Marilyn Larson, offers her perspective on the INS:

"It's like a pendulum: who gets the power. If you work in the INS, it's a new little piece of that, a phrase of that—from week to week. It's so huge and complex and when they change one rule, it has to impact another rule. It's a maze of rules. It's like a spider web and you can't bump either string. You couldn't enforce the northern and southern borders because of the [requirement for more] staffing. But the President has stated they will not increase the staff. People leave the job. Salaries of the INS are quite a bit lower than [those in] Customs. People think why bang your head against a brick wall. Every time they are fixing things. But it's really stonewalling, especially in the [Congress]. It is so politicized and full of mixed messages. Immigration is good when it is controlled. They need to do a feasibility study. Even good things need oversight."

Naturalization ceremony in Long Prairie

photographed. Eventually the system will include all countries.

Officials at the University of Minnesota who deal with foreign students and scholars said they are disappointed that the INS has not done more to inform people about the special registration requirements (Dunbar).

All foreign students, high school through graduate school, will be tracked with a new computer system that replaces a paper system seldom taken very seriously before 9/11, although it was required by law. The new tracking system goes into effect January 30, 2003. Schools will have to notify the INS online of student addresses and keep other data current. The system is expected to be expensive. Some critics charge it is an overreaction out of proportion to the possible danger posed by foreign students (Minnesota Public Radio. 9 Dec. 2002).

Conclusion

The Center for Immigration Studies in Washington, DC, reported that data not yet released by the government show that a record number of legal and undocumented immigrants continued to arrive in the United States through the first part of 2002, with little evidence of a slowdown. The Center's analysis shows that 33.1 million immigrants live in the country, an increase of two million since the 1990 Census (Camarota).

Like other states, Minnesota will continue to see an influx of immigrants. The arrival of large numbers of Latinos, Asians, and Africans in the past two decades has added diversity to Minnesota's relatively homogeneous population, challenging them (or providing them the opportunity) to modify and expand long-accepted ways of thinking and behaving.

In education, the influx of children and adolescents who don't speak English has caused a reevaluation of curricula, a reexamination of ways to involve parents in the schools, and a rethinking of the role of high schools. In Adult Basic Education, the needs of immigrants and refugees who must learn to speak English has shifted the focus from helping people pass the GED to teaching English as a Second Language and preparing them for the workplace. At the college level, the question of whether or not to offer in-state tuition to undocumented students is making us reconsider what we mean by the term "Minnesota resident."

In the area of public safety, fear of terrorists has sparked changes in driver's license requirements, which may be onerous to some people here on short-term visas and to others who lack proper documentation. Minnesota officials may find they have to revisit assumptions that driving is a privilege, not a right. Local law enforcement agencies will have to decide whether they want to be deputized to carry out INS regulations, and in the process they will have to define their job and their role in the community.

In elections, Minnesotans will need to reconsider who is eligible to vote. This will require an honest appraisal of motives for preventing or permitting people to vote on issues that directly affect them, such as who represents them on the school board and what is a fair rate for property or sales taxes.

Adding to this mix of challenges is the state's budget shortfall, which will probably reduce or delay the delivery of educational and social services required by newcomers to become self-sufficient. These services cannot be postponed. Recently arrived immigrants need immediate help with language, job training, basic education, housing, and health care. Most immigrants, if given the necessary support early enough, move into the middle-class mainstream in one or two generations, but "if they don't make it quickly into the middle class, they won't make it at all. With the passage of time, drive diminishes, and by the third generation, assimilation stops. If two generations fail to make it into the middle class, the following generations are likely to be stuck at the bottom" (Portes and Rumbaut quoted in Pipher). Where does this leave immigrants who can't learn English because the ESL classes are full?

Pelican Rapids, a town in north central Minnesota, demonstrates how people can convert a challenge into an opportunity. Its turkey processing plant has attracted a diverse immigrant population. To raise awareness about ethnic diversity, town leaders, led by Johanna Christianson, sponsor an International Friendship Festival. Christianson explains that the festival "sends a message that we welcome diversity in our town; there's room for all of us." This year's fifth annual Friendship Festival was held in June. Events and attractions included a soccer game, a flag-raising and naturalization ceremony, a German polka band, Vietnamese dragon dancers, traditional Mexican music, Somali music and dance, a native American drum and dance group, Bosnian music and dance, and a style show of historic and ethnic costumes. Booths featured German, Bosnian, Mexican, Vietnamese, and Scandinavian food. The event draws tourists from neighboring counties and adds to the region's economy.

Opportunities abound; all it takes is imagination—and money, energy, and hard work.

GLOSSARY

Alien A person who is not a citizen of the United States.

Legal alien A person who lives in a foreign country with the approval of that country.

Illegal alien **(or undocumented alien)** A person who lives in a foreign country without that country's approval.

Asylee A person in the United States or at a port of entry who is found to be unable or unwilling to return to his or her country or nation because of persecution or a well-founded fear of persecution. Persecution or the fear thereof must be based on the alien's race, religion, nationality, membership in a particular social group, or political opinion.

Asylum Legal permission to live in the United States, given by the government to people fleeing danger or persecution in their original homeland.

Detainee An alien in the custody of government authorities who is waiting for officials to decide if he or she may stay in the country or will be forced to leave.

Deportation The forced removal of someone from the country.

Emigrate To go from one region or country and settle in another. Emigrants are people who leave their home countries to settle elsewhere.

Ethnic minority A term often used to refer to members of immigrant groups of color.

Family reunification Americans can sponsor their close relatives to live with them in the United States.

Foreign Born Someone who was not a United States citizen at birth.

Green Card A slang term often used to describe the permit that indicates that a non-US Citizen can legally reside in the United States. They may live in the US without fear of deportation unless they commit a serious criminal offense or live outside of the country for more than two years.

Immigrate To move to a country where one is not a native.

Immigrant A person who comes to a country where he or she intends to settle permanently and obtain citizenship.

Legal immigrant A person who comes to settle in a country with the legal permission of its government.

Illegal immigrant A person living in a country without the permission of its government.

INS Immigration and Naturalization Service is the government agency that administers the country's immigration law and procedures.

Migrant worker **(or Economic Migrant)** A person that must travel from place to place, sometimes across country borders, to find work.

Native A resident citizen born in the United States, or born abroad of at least one parent who was a United States citizen.

Naturalization The process an immigrant goes through to receive citizenship. Naturalized citizens of the United States have all the rights and privileges of native-born citizens—except election to certain public office such as the Presidency.

Refugee Any person who leaves his or her country of origin and is unable or unwilling to return to that country because of persecution or a well-founded fear of persecution. Persecution or the fear thereof must be based on race, religion, nationality, membership in a particular social group, or political opinion. (Definition used by US Refugee Act of 1980 and the United Nations.)

Resettlement Permanent relocation of refugees in a place outside of their country of origin. Resettlement occurs when a refugee has no hope of returning home safely. It is accomplished with the direct assistance of private voluntary agencies working with the Department of Health and Human Services Office of Refugee Resettlement.

Visa A permit granted to aliens that allows them to enter the United States. There are two basic kinds of visas: temporary visas (like those used by tourists visiting the United States.) And permanent, or immigrant visas (for those who are applying to stay in the United States on a long-term basis.)

Work-based immigration If a company is looking to fill a position and cannot find someone in the US to do the job, it is allowed to look elsewhere in the world to find a qualified person. This person must have special skills, such as expertise in a particular field.

Sources: ***Immigrants in the Twin Cities: A Snapshot,*** 2nd Ed. Greater Twin Cities United Way, Research and Planning Department, August 2001.

The Uprooted. American Immigration Lawyers Association and Minnesota Advocates for Human Rights.

RESOURCES: INTERVIEWS AND SPEAKERS

Curtis Aljets	District Director of the US Immigration and Naturalization Service, Regional Office Bloomington, MN
"Afrah Aden" *	Somali refugee (July 1, 2002)
Lorilee Anreini	Coordinator of the ELL program in the Osseo School District (September 2002)
Nadine Brown	Pelican Rapids Multicultural Committee and Library Outreach Staff (July 2, 2002)
Leonardo Castro	Hennepin County Chief of Public Defenders (March 21, 2002)
Chi Ly Chang	Hmong refugee (November 17, 2001)
Centro Compesino members	Owatonna and Waseca (May 14, 2002)
Victor Contreras	Director of Centro Compesino (May 14, 2002)
Johanna Christianson	Pelican Rapids Multicultural Committee and International Friendship Festival Chair (July 3, 2002)
Jim Christianson	Pelican Rapids Multicultural Committee (July 2, 2002)
Barbara Cox	Director of Public Affairs, Minnesota Department of Public Safety
Benjamin Deufe	Researcher, Department of Government, Harvard University Study of immigration effects in southwestern Minnesota (June 24, 2002)
Jeff Dufresne	Program Coordinator, LEAP English Academy, St. Paul (June 28, 2002)
Marina Durbin	Russian immigrant (May 15, 2002)
Gloria Edin	Past Director of Todd County Hispanic Liaison Office (March 16, 2002)
Katherine Fennelly	Professor at the Hubert H Humphrey Institute of Public Affairs, who specializes in immigration issues in southwestern Minnesota.
Stephen Fisher	UMOS, Willmar
Cecil Foote	Plant Manager at Long Prairie Packing (June 7, 2002)
Scott Fox	Chief of Police, Pelican Rapids (July 2, 2002)
Therese Gales	Director of Education for the Refugee and Immigrant Program of Minnesota Advocates for Human Rights and coordinator of the B.I.A.S. Project (Building Immigrant Awareness and Support), a public education and policy initiative; Chair of the Immigrant and Refugee Policy Coalition of Minnesota.(August 1, 2001)
Romeo Garcia	Member ISAIAH
Jesse Bethke Gomez	President, CLUES
Blake Graham	Minneapolis City Planning Department
Jennifer Godinez	Executive Director La Escuelita, which is a Latino youth program. Founding member of Equal Access to Higher Education coalition. (September 30, 2002)
Craig C. Hagensick	Research Analyst, Minnesota Supreme Court (June 13, 2002, June 19, 2002)
Maria Hanratty	Economist and professor, Hubert H Humphrey Institute of Public Affairs (August 19, 2002)
Lyle Heikes	ESL instructor, Hubbs Center for Lifelong Learning, St. Paul (fall 2001)
Mario Hernandez	The Chicano/Latino Affairs Council
Tom Cytron-Hysom	Coordinator, St. Paul Literacy Consortium
Patti Hurd	Director of Refugee Services and Employment Programs, Lutheran Social Service (September 20, 2002)
Fatima Jibrell	Somali environmentalist and founder of Somalia Peace Initiative (April 2002)
Bridget C. Johnson	Project Specialist, Court Projects Unit, Minnesota Supreme Court, State Court Administrator's Office, Court Services Division (June 5, 2002)
Debbie Johnson	Director of Community Education /ABE Program in Owatonna (September 17, 2002)
Vicki Kent	ELL Instructor at the Lehmann Center In Minneapolis (Nov. 2002)
Dianne Kimm	Refugee and Employment Services Outreach Coordinator Pelican Rapids (July 2 and 3, 2002)
Kristina Lanning	ELL Program Specialist and teacher, Minneapolis Public Schools (April 27, 2002)

Marilyn Larson	Member, Minnesotans for Immigration Reform.
Diane Lev	Minneapolis Foundation (August 29, 2001)
"Maria Lopez" *	Todd Country Hispanic Liasion Office (March 16, 2002, June 6, 2002)
Anne Lowe	St. Paul Public School ELL Teacher on Special Assignment.
Paul Magnusson	Division of Learner Options, LEP Specialist for Department of Children, Families and Learning (Fall 2001; April 27, 2002)
Petrona Melgarejo	Federal Investigator for Employment Matters, US Equal Employment Opportunity Commission (EEOC), Minneapolis Area Office
Yusef Mgeni	Director, St. Paul Public Schools, Office of Educational Equity
"Safeta Milicevic" *	Bosnian refugee (July 2, 2002)
Mohamoud Mohamed	Director St. Cloud Area Somali Salvation Organization (SASSO)
Elizabeth Badillo Moorman	Member of ISAIAH
Mai Neng Moua	Public Policy Coordinator, Institute for New Americans; Member of Equal Access to Higher Education coalition
Howard (Sam) Myers	Immigration Lawyer
Steven T. Neet	Chief of Police, Long Prairie (June 6, 2002)
Myrna Nelson	Member of ISAIAH (August 1, 2001)
Eric Nesheim	Executive Director, Minnesota Literacy Council; Chair, Literacy Minnesota; ABE Legislative Policy Task Force
Robert Olson	Chief of Police, Minneapolis
Dan Palmquist	Immigration attorney; Member of Equal Access to Higher Education coalition September 19, 2002
Mitchell Pearlstein	President Center of the American Experiment
Diane Pecoraro	English as a Second Language and Welfare Reform Specialist, Department of Children, Families and Learning
Mario Pinto	Assistant to St. Paul Mayor Randy Kelly
Bob Porter	Children, Families and Learning, Education Finance Department (October 15, 2001 and June 24, 2002)
Barbara Pulliam	Superintendent, St. Louis Park School District (April 27, 2002)
Pedro Ramirez	Owatonna Cultural Diversity Network
M. Alejandra Reyes	Coordinator, Latino Learning Institute
Pauline Redmond	Owatonna Cultural Diversity Network
Michael Rodriguez	Professor, University of Minnesota Department of Education Psychology; Student Advocate, Long Prairie Public Schools
Jason Ruiz	Communications Director, HACER
Roxanne Rudy	ESL Program Director, Urban Communities Association of Minneapolis (UCAM) April 27, 2002
Wayne Runningen	Mayor, Pelican Rapids July 2, 2002
Leigh Schleicher	Executive Board President, Minnesota Teachers of English to Speakers of Other Languages (MinneTESOL); St. Paul Public Schools Teacher on Special Assignment ELL Program; Past ESL Specialist, Department of Children, Families and Learning.
Barry Shaffer	Minnesota State Director, Adult Education Department of Children, Families and Learning (October 24, 2002)
Students	Adult Basic Education, Willmar Hmong Women's Circle, Roseville Area High School (May 16, 2002) LEAP English Academy, St. Paul (June 28, 2002) Lehmann Center, Minneapolis Roseville Area High School Southeast Asian Girls' Club (May 16, 2002) SWIM members-Hawa, Kinsi (February 27, 2002)

Steven C. Thal	Immigration lawyer and national lobbyist, American Immigration Lawyer's Association (AILA)
Allan Torstenson	St. Paul Planning and Economic Development October 25, 2002
Pamela Twiss	Executive Director, ISAIAH
"Maria Valdez"	UMOS Migrant Education Program, Willmar
Maggi Vazquez	Project Coordinator, HACER, Frogtown/ Summit/University
Elsa Vega-Perez	Senior Program Officer, Otto Bremer Foundation; Past executive director of the Hispanic Education Program; Past chair of the Latino Consent Decree Parent Advisory Committee (August 30, 2002)
Fatima Villasenor	Aide to Senator Mark Dayton who works on immigration issues
Mahamoud Wardere	Somali refugee
Pamela Westby	Director of the Pelican Rapids Library/Multicultural Learning Center (July 2, 2002)
LeeAnn Wolf	Minnesota Literacy Council
Michael Yang	Director, Immigrant and Refugee Policy Coalition (IRPC), The Urban Coalition

* *Names in quotes have been changed to preserve privacy*

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